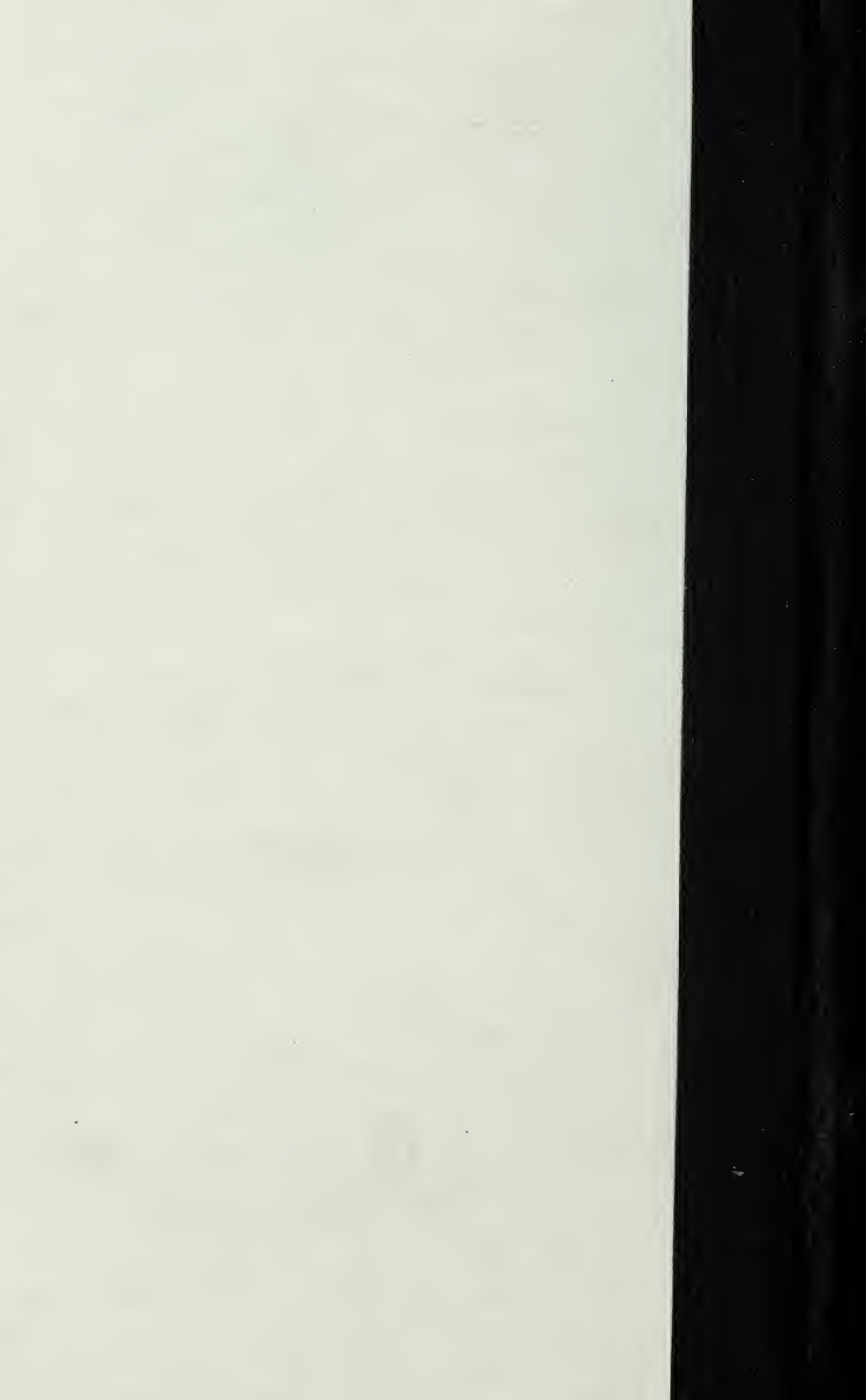


353.9

C76

1882-1903

INC.



35.5  
-76  
1882 Ja

LIBRARY OF THE  
UNIVERSITY OF ILLINOIS

MESSAGE  
OF  
HIS EXCELLENCY  
HOBART B. BIGELOW,  
GOVERNOR OF CONNECTICUT,  
TO THE  
GENERAL ASSEMBLY,  
*January 4, 1882.*

---

Printed by Order of the Legislature.

---

HARTFORD, CONN.:  
THE CASE, LOCKWOOD & BRAINARD CO., PRINTERS.  
1882.



# MESSAGE

OF

HIS EXCELLENCY

HOBART B. BIGELOW,

GOVERNOR OF CONNECTICUT,

TO THE

GENERAL ASSEMBLY,

*January 4, 1882.*

---

Printed by Order of the Legislature.

---

HARTFORD, CONN.:

THE CASE, LOCKWOOD & BRAINARD CO., PRINTERS.

1882.



Digitized by the Internet Archive  
in 2016

53.9  
76  
1892 Jd

## MESSAGE.

---

### *To the Senate and House of Representatives :*

The annual review of the condition and history of our State, which it is my duty to present to you at your assembling, contains nothing which marks the past year as exceptional. We have continued in the way of peace and general prosperity on which the year opened. We have not been disturbed by sedition at home, nor alarmed by threatenings from abroad. Our harvests have been gathered, our trade has had its healthy and legitimate growth, our manufactures have been in steady and remunerative operation. The disastrous attack upon the late President Garfield has saddened us in common with our brethren of the whole nation; we have mourned him sincerely; we have been horror-stricken at the crime that deprived the nation of its great chief magistrate. But we have seen the disaster fall upon us without causing any crisis in the conduct of the general government. We have drawn from this fact still greater confidence in our free system; and we have seen our common sorrow lead to feelings of closer union and brotherhood throughout all sections of our land. We are in an era of hope, of good feeling, and of prosperity. It is, then, without the expectation of presenting any matter of new or special interest or importance that I ask your attention to a statement of the affairs of our commonwealth.

### *The State Finances.*

The total receipts of the treasury for the year ending November 30th have been \$1,722,160.01, and the expenditures have been \$1,509,855.28. This leaves a balance on the year's business of \$212,304.73. Last year the receipts were \$1,664,824.23, but the balance on the year's business was only \$64,-

Conn. st. lib. Ex 1882-83, 86, 89, 93, 95, 97, 99, 1901, 03, 05, 07  
14 May 13

440.87. We have, then, during the year increased the revenue and decreased the expenses. The total balance carried over this year to the new account is \$1,118,892.55. I called your attention last year to the fact that this amount was usually needed early in the year to meet current demands. There stand also to be paid therefrom unexpended appropriations to the sum of \$121,000. This amount is still due on appropriations made by the last General Assembly. I must refer you to the detailed report of the comptroller for the manner in which this money has been expended. It will be seen that the differences which may appear between the figures of this year and the year preceding are all to be found in the sums spent by the State in its charitable and benevolent institutions. In the expenses which have been incurred in the maintenance of peace and order, the protection of business and of life, the education of our children, and the administration of justice, in what can be strictly called the government of the State, there has been no material change.

### *The State Debt.*

The statement of the condition of the public debt remains the same as in 1881. I will repeat it in order again to call the attention of the General Assembly to the fact that it has not been decreased, and that no provision has been made by law for its gradual extinction. The amount of bonds outstanding is \$4,967,600. Of this the sum of \$877,000 becomes due at the end of the current year.

It is the opinion of the Treasurer that this amount can be paid from the balance which it is estimated will be in his hands at that time. If it should result that in the course of the following year the treasury is embarrassed by so large a payment, the difficulty will probably not be so great but that a temporary and small loan will supply all necessities till the gap has been filled by the natural increase in the revenue. But this management supposes the maintenance of the present rate of taxation and no material increase in the expenditures of the State.

It is my sad duty to announce to you the recent death, on the second of January, of the State Treasurer, the Hon. David

P. Nichols. A long and faithful career in the service of the State has thus been closed. Mr. Nichols had been four times chosen to fill the important office of Treasurer, and had performed its duties with thorough knowledge and capacity, with eminent modesty and dignity, and with an uprightness that is beyond praise. His death in the active discharge of his office must be looked upon as a public misfortune, and his loss as a serious one to the State. By his character he had deserved the confidence of his fellow citizens, and by his faithful service he has earned their gratitude and remembrance.

The demands of public business being such that the office of Treasurer could not remain vacant without serious disturbance and inconvenience, I have, after consultation with and advice from the full bench of judges of the Supreme Court of Errors, exercised the powers vested in the Governor by statute, and have filled the vacancy by the appointment of James D. Smith, of Stamford, to be Treasurer for the unexpired term.

#### *Banks.*

From the report of the Bank Commissioners you will learn that the State banks are, on the whole, in a healthy and prospering condition. There is no change in their number. There are enough of them to meet the demands of business, and they are guarded by such limitations and restrictions that organization of new ones offers no temptation to the speculator. An examination of the figures of the commissioner's report shows an increase in small depositors and in the gross sum of deposits; it also exhibits a change in the character of investments. The amount of loans on real estate is decreasing, while the loans made upon the restricted classes of personal property allowed by the law are increasing. The possession of this class of property enables the banks more readily to meet any sudden demand for money. There is nothing in this department of State interests which calls for special remark. The commissioners make no recommendations for new legislation, and you will probably be called upon to do only the routine business of every year in this direction.

*The National Guard.*

The active militia of the State consists of four regiments and one battalion of infantry and one battery of artillery. These form a brigade, under command of a Brigadier-General. There are thirty-seven infantry companies, divided into one regiment of ten companies, three of eight companies, and one battalion of three companies. By the muster of November, 1881, we have 2,334 men in service, of whom 165 are commissioned officers and 2,169 enlisted men. This is a decrease from last year of 580. Seven companies of infantry have been disbanded, four in accordance with the act of 1881, and three because they failed to reach a proper standard of efficiency. Active service during the year has embraced the customary parades, and an encampment at Niantic for six days of the second, third, and fourth regiments, and the artillery. The first regiment was chosen to represent the State at the Yorktown Centennial Celebration, in accordance with the special act of the last General Assembly. The second company of Governor's foot guards were detailed for escort duty, under the provisions of the same act. These organizations took part in the ceremonies at Yorktown on the 20th of October.

As directed by the last Assembly, I was present with my staff. The militia of Connecticut, though they had to contend with the disadvantages and annoyances of delays, presented a most creditable appearance. They did not suffer from comparison with any body of troops in the great line of the general review. In soldierly appearance, perfection of equipment, and precision of movement they were not surpassed. The same qualities, with a very high degree of discipline, were exhibited throughout the entire trip. Their visit to Charleston, by invitation of the city and State authorities, was, in many respects, a memorable event. It was memorable as being, as nearly as such a thing is possible, the visit of one State to another; it was memorable from the representative character, in their respective sections, of the States that took part in it, and it was especially memorable to Connecticut from the liberal, whole-souled, and sincere welcome with which

her representatives were received. Nothing was left undone to make the occasion pleasant in every particular. I believe that the visit gave a large body of Connecticut citizens new and truer ideas of the South, its feelings and motives. We hope that those southern citizens whom we met, and to whom we are indebted for such a fraternal welcome, gained from the visit truer conceptions of the temper of our people toward them. It has certainly given an added cordiality and heartiness to the good feeling between Connecticut and South Carolina.

I cannot refrain from giving a word of well-merited praise to the behavior of the troops on their tedious sea voyage, under the strange discomforts of an ill-provided troop-ship, and to the excellent interior discipline and admirable self-control exhibited amid the festivities of the two days and nights entertainment at Charleston. It is no small praise to say that in a body of five hundred soldiers, enjoying the most open-handed and unlimited entertainment at the hands of the local militia, nothing occurred to occasion even the reprimand of a superior officer.

### *Coast Defences.*

We may be assured that we have a force sufficient for the safety of the State, so far as it may be threatened with interior violence. As much cannot be said of those defences for which we depend upon the general government. I call your attention to the fact that the great thoroughfare for commerce which forms our southern boundary, Long Island Sound, is practically without defence. No work that in these days of advances in the art of war deserves the name of fortification lies between the ocean and our Connecticut sea-ports. However good may be our local militia, we are at the mercy of the first attack from the sea. It may be well for you to take such action as will direct the attention of the Federal Government to the neglected condition of our coast.

### *Common Schools.*

Our common-school system is so matured, so long established, and so well settled in its methods and results, that the

annual review made from year to year shows but little change. In the number of schools, of children, of days of attendance, etc., there is observable the increase to be expected from the natural growth of our population. This, of course, occasions a slight steady increase of expenditure which is met by the natural increase of the revenue. It is only when comparison is made between periods separated by some considerable lapse of time, that the real growth of our schools can be fairly estimated. During the past year they have undergone no change in management. They are doing their important and beneficent work quietly and thoroughly. It is probable that only matters of detail will be brought to your attention.

*Storrs' Agricultural School and Experiment Station.*

The report of the directors of the Agricultural Experiment station shows that the work of the past year has been mostly directed to the examination of commercial fertilizers, fodder, and feed stuffs produced in this State or used here, and the examination of milk and dairy products. Thus far the station has had the use of rooms rent free. In 1877, when the station was established by the act of the Legislature, the Sheffield Scientific School of Yale College tendered the free use, for five years, of certain rooms ready fitted for the work. This, with the other facilities coming with it, enabled the station to begin its work at once. The five years end June, 1882, and the growth of the Scientific School in this period has been such that now it needs these rooms, and has so notified the Board of Control of the Experiment Station. This makes it necessary to provide new accommodations, and this Assembly will be asked to give this branch of the State service the means to carry on its work independently and efficiently. It is a matter for State pride that its lead in the establishment of this service has been followed by so many other States. They have recognized the wisdom of our action, and have created institutions for the same ends. Most of these are on a larger scale, some on a very much larger scale than ours, the evidence being that the true interests of the respective States justify their liberality.

The Storrs Agricultural School, authorized by the last General Assembly, was opened on the 28th of September, and is now fully organized and under operation, with three instructors and thirteen scholars. The management and instruction is, I believe, in the hands of men who will spare no pains to make it thoroughly practical and efficient. The scholars have engaged with spirit in the work of the farm as well as in the duties of the class-room. The trustees look upon the beginnings of this school as full of promise for the future of our agriculture. Being the first of its kind in this country, and having no example to follow, it must reach success through experience. It is intended to be more technical and nearer the farm than the Agricultural College has been or well can be. It is intended to strengthen in its pupils their attachment for rural life. Its object is not to make scholars, but to train young men to be well informed and skillful farmers. The school in its early stages must of necessity be an experiment. It is cordially commended to the fostering care of the General Assembly. With your support it cannot fail to win success and prove honorable and profitable to the State.

#### *State Prison.*

The report of the commissioners of the State Prison is in some regards a noteworthy one. The high state of discipline at this establishment which was reported last year has been maintained and increased. The number of punishments has decreased, in fact has been steadily decreasing under the present management. Severe punishments have become of the rarest occurrence, and even the reprimand is not frequent. The appropriations of last year were not found quite sufficient for the work which was found absolutely necessary, but the deficiency was met from the earnings of the prison. The deficiency at the close of the year's business is \$5,259.81. This may be traced to three causes; first, the number of prisoners has been smaller than last year by eleven; in the next place 1,654 days of labor have been lost by sickness; these two causes have tended to diminish the income of the prison; and in the last place it is very well

known that there has been a very appreciable rise during the year in the cost of necessaries. This loss by sickness has assumed very serious proportions. It is said that about three fourths of these cases of disabling sickness can be traced to malarial disorders. In view of these facts, and the long acknowledged inferior character of the prison buildings, the board of commissioners insist this year with particular emphasis, on the necessity of a new prison building on a new site. The arguments which they use, and which will doubtless be more fully presented to you, are the age of the prison, the fact that it was built in days when prison management was radically different from what it is to-day, its manifestly unhealthy situation, and the fact that the experience of many other states has shown that buildings of the character of our old prison are not so built as to allow of the best results under improved and intelligent management. It may well be that the time has come for Connecticut to take into serious consideration the whole matter, and show its appreciation of the improved conduct of its prison by equipping a proper building.

The Connecticut Prison Association continues its good work of aiding discharged prisoners to obtain honest employment upon their release from prison. That "no person discharged from the State prison during the past year can truthfully say that necessity has compelled him to return to crime," entitles the Association to the good will of all right minded citizens. It is also worthy of remark that the administration of the prison has been greatly aided by the co-operation of citizens who have exerted themselves to make the religious services and life of the prison real and useful. As a consequence the effects of the Sunday services have shown themselves in the discipline of the week. That this effect is more than temporary would appear also from the fact that the number of convicts who are returned to the prison to serve out sentences under a second conviction, is steadily diminishing.

### *The State Reform School.*

The matter of most interest in connection with the Reform School, is the establishment of an experimental cottage, to

try the results of the family system, as compared with the congregate system, on which the school has formerly been conducted. The success so far, for a trial of about nine months has been in every way satisfactory. The trustees support the Superintendent in his assertions about the working of this system, and show that the action of the last Assembly in making the appropriations necessary for the experiment, was wise. Its immediate extension is not asked for, as it is deemed best to have the results of a longer experience to support such a recommendation. As a whole the State has every reason to be satisfied with the condition of the school. The administration of the Superintendent, aided by the valuable influence of his wife, the matron, has been to the satisfaction of the trustees. Their endeavor has been to make the school a reformatory and not a penal establishment, and so to conduct it that a boy's having been there will furnish a fair presumption that he will not later become an inmate of the State prison. The reverse has been only too near the truth in times past. I commend to your favorable attention the suggestions which are made by the trustees and superintendent, as to what is needed to make the work of the school still more efficient.

### *The Industrial School for Girls.*

This reformatory, and a true reformatory it has proved to be, has gone on without noteworthy event through the year, doing its good and necessary work effectively. It has cared for 221 girls during the year. Of these 174 remain in the school, and 47 have been discharged or placed in good homes or places where they have honest employment. The trustees find that there is developing a tendency to send to the school girls of a very tender age, that they may be kept out of the way of vicious and corrupting influences, rather than for the purpose of correcting evil habits already formed. From this and other facts within their knowledge the trustees are led to believe, and they represent that a large number of neglected youth of both sexes may be found within the State, growing up without responsible guardianship, in varying con-

ditions of ignorance and idleness, and plainly drifting toward a life of pauperism and crime. They are to be found in the streets of our cities, in the almshouses of our towns, and in other places equally ill-fitted for making them good citizens. Their case may not need the discipline of the Reform school or of the Industrial school, or any management involving expense to the State, but it does demand an efficient guardianship, with power to enforce habits of daily employment in school or at work. This subject of neglected children is considered of sufficient importance to warrant inquiry into the facts and taking such action as their case requires.

#### *Hospital for Insane.*

At the Middletown hospital for the insane the new building, the south hospital, was opened for patients on July 20th, the fifteenth anniversary of the establishment. As a consequence of the enlarged capacity of the retreat there has been a notable increase of patients. The year began with 529 under treatment, and ends with 731. Of these, 719 are aided by the State. It is a serious question what provision is to be made for our indigent insane. The almshouses of our towns are not yet relieved of them, and their number seems to be increasing. The State Board of Charities will probably call your attention more in detail to this subject.

The other charitable institutions under the care of the State are in a healthy condition according to the reports of their boards of trustees, and call for no especial mention. You will be given all needed facts in the annual reports which are to be submitted to you.

#### *Commission of Pharmacy.*

The commission of pharmacy in the work of the first year under the act of 1881, have found in general that the act meets the requirements of public safety, but some incidental defects of detail are referred to in their report, which will need your attention. As the law is framed it allows the licensing of pharmacists residing in the cities and boroughs of the State, but when strictly construed would exclude those resid-

ing in towns or villages. This is apparently an oversight, which should be corrected. The number of registered poisons is found to be too restricted, and I would advise that laudanum and other dangerous forms of opium be added to the list of articles, the purchase of which must be registered. The work of the commission is greater than was supposed it would be, and consequently, some changes of minor consequence will have to be made to meet the facts. In general, however, it may be said that the law has worked well.

There is nothing calling for particular discussion here in the reports of the railroad commissioners or of the State board of health or of any of the other State boards. As I have already said, in the great part of the regular administration of the State it has been a quiet and uneventful year.

### *Reorganization of Courts.*

It is of course impossible for me to say, save in the most general way, what will be the topics on which you will be called to act at this session. Most of the changes of our laws which are suggested to a legislature do not show themselves at all until presented under the form of a bill or a petition. There are, however, a few subjects which have been discussed somewhat publicly, either by the press or by associations especially interested in intelligent and effective legislation, which I think it proper to bring to your notice. One of these is the re-organization of the courts of the State. Every one familiar with the subject admits the defects which exist, especially in our courts of first resort, or original jurisdiction. Our system of justices of the peace bears evidence of having in great part out-lived its usefulness, so far as relates to the trial and decision of causes. The changes in our social condition during the last half century has been such that the justice courts as now organized do not meet the just demands of the people. One thousand justices are elected every two years, and little inquiry is made as to their capacity or fitness for the discharge of judicial duties. A great number of minor civil cases are brought before, and are tried by these magistrates. With a large part of our people all practical

knowledge of justice, and its administration is confined to what they have learned from experience in the justice courts. It is true that the amounts of money involved are commonly small, and can never exceed one hundred dollars, but the quality of justice should not be governed by the amount in controversy. To one man fifty dollars may be as important as five thousand to another, and the rights of both parties should be as carefully examined and decided in the one case as in the other. It is said that there is a remedy for the miscarriage of justice in these justice courts in the opportunity of appeal. But this is not always so. Unless the person aggrieved is in a position to prosecute an appeal, it is the same to him as if no remedy existed. The organization of the higher courts is also susceptible to amendment. The State has seen fit to change its method of appointing the judges of the higher courts, in the hope that the State will have the services of a high grade of ability. This is right. The State should call the very best brains and the very highest learning to the bench, and should make the bench an object of ambition to them. Very pertinent to the attainment of this end is the proper organization of courts, that justice may be administered with the greatest fairness, the least expense, the most certainty, and with as much dispatch as consists with a thorough trial.

#### *A Criminal Code.*

Allied to this topic and of quite equal importance, is the matter of the revision, amendment, rearrangement and codification of the body of our criminal law. I do not think it is an error to say that in the opinion of the most of our people the efficiency of the administration of our criminal law has, within a very few years past, been seriously impaired. Crimes, if not criminals, remain unpunished; the trials of criminal cases of capital importance or even of less gravity, if they are of a nature to attract public attention, have become a by-word for delay, and a reproach for uncertainty, and they are too often enacted at full length twice or even three times. Expenses also are often unjustly distributed, being thrown on small towns, when they should be borne by the county or by the

State. As a consequence, the State has suffered in reputation. It is not easy to fix the responsibility for this condition of things. The fault is not wholly in the procedure of the courts, though it is partly there; it is not wholly in the system as at present organized, of jury trials, though that has a share of it; it is not wholly in the substance of our criminal law, defining crimes and imposing penalties, though no small part of it lies there, but it affects the whole body. The acts now grouped under the title of "Crimes and Criminal Prosecutions" have been enacted at various times and often without much regard to each other, and there seems to be a need for a more accurate definition of crimes and readjustment of penalties. Can there be any doubt that the crime of burglary, for instance, should be divided into degrees, and punishments provided proportionate to the magnitude of the offense? The breaking into an inhabited dwelling-house in the night time, armed with a dangerous weapon, is in its nature a higher grade of offense, and should be more severely punished, than the breaking and entering of an uninhabited dwelling in the night time by an unarmed person.

It is important that the criminal law should be expressed in as plain and accurate a form as possible. It should be so set forth that any man can know with certainty for what acts he may become liable to criminal punishment. When offenses have been committed punishment should be sure. The certainty of punishment is a much more powerful deterrent from crime than its severity. The criminal classes speculate upon their chances of escaping the penalty of their crimes, and the odds should be made very heavy against them. In our State the enforcement of criminal law is to a great extent committed to men who are not trained lawyers. Their work would be more efficiently done if the whole of the criminal law was contained in a carefully prepared code. The preparation of such a code would not be an experiment, and presents no difficulties beyond finding competent and willing persons to do the work. The appointment of commissions to consider each of the subjects I have here referred to, would meet my hearty approval. During the last few years

Connecticut has made some important changes in her law to adapt it to the demands of our present society. The results have been highly beneficial. That they are so is due in large measure to the fact that the statutes by which the changes were effected have been drafted by able and experienced men after careful study. I can especially name in this connection the late Judge Seymour, who during the last part of his life devoted a large part of his time to this important service. If it is thought best to appoint such a commission to enter upon the work of codifying our criminal law it should be provided that they report their progress to future assemblies, and that they submit their work to the examination, criticism, and suggestions of the bench of judges, before it is reported to the legislature for final enactment.

*Attorney-General.*

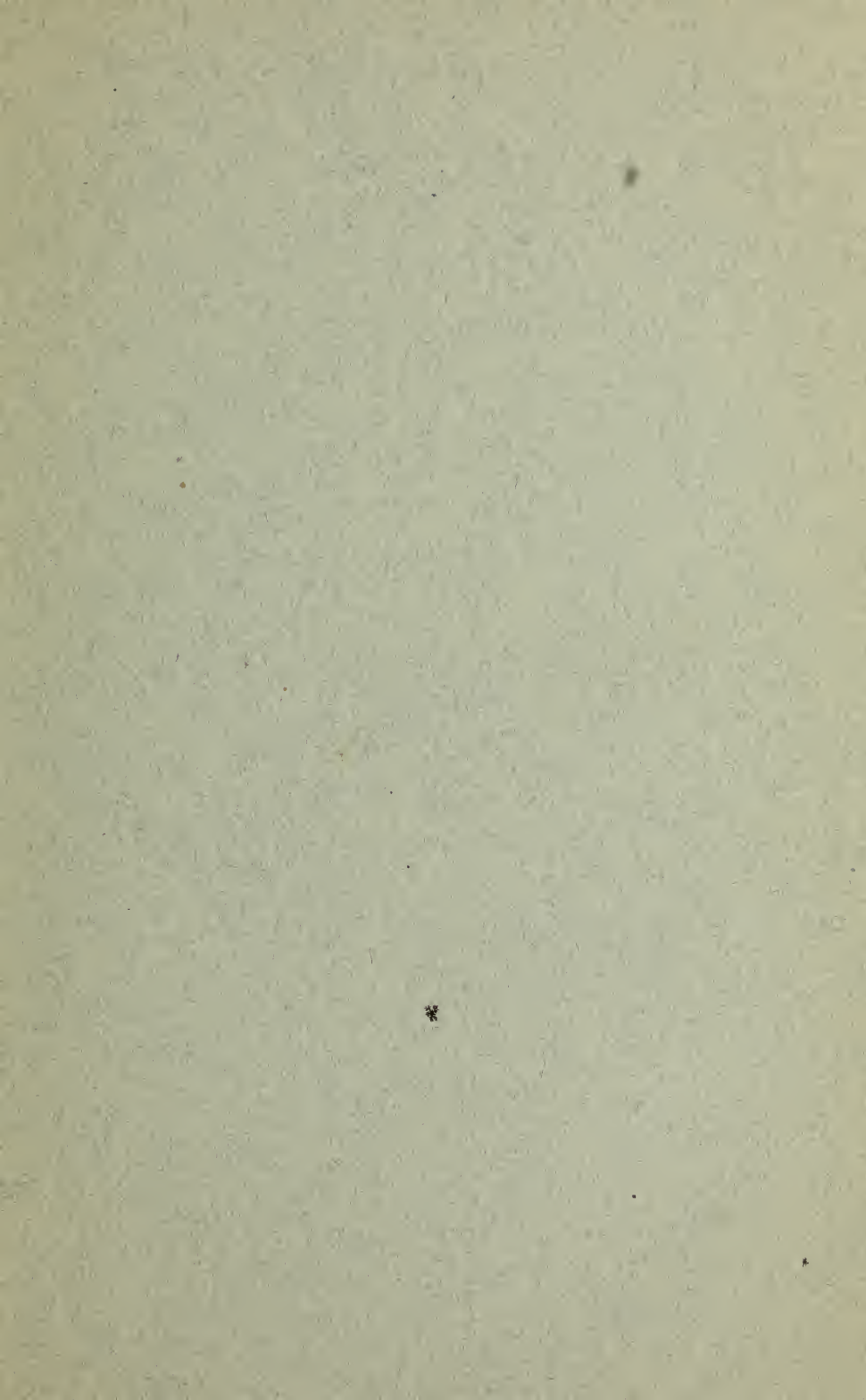
Our State has no recognized legal adviser, or law officer. It has been the custom for the various departments of the government, when questions of law regarding their duties have arisen, to consult counsel as it pleased them, or to proceed according to custom and their own judgment. In the making of contracts and other work of a legal nature, the interests of the State have been protected, if at all, by occasional counsel. The executive has had no one whose duty it was to overlook these matters and to examine the questions presented. It has happened from this state of things that the legal rights of the State have in some instances failed of proper protection and the State government has suffered pecuniary loss in considerable sums. Our practice is quite the contrary of that of other States in the Union. In more than thirty of them some trained law officer of the State is found, to whom are officially referred the thousand and one questions that are arising from day to day in the conduct of public business. I strongly urge upon your favorable consideration the proposal which will probably be made to you at this session, to create and make provision for filling the office of Attorney-General. I commend this action to you as being in the interests of true economy.

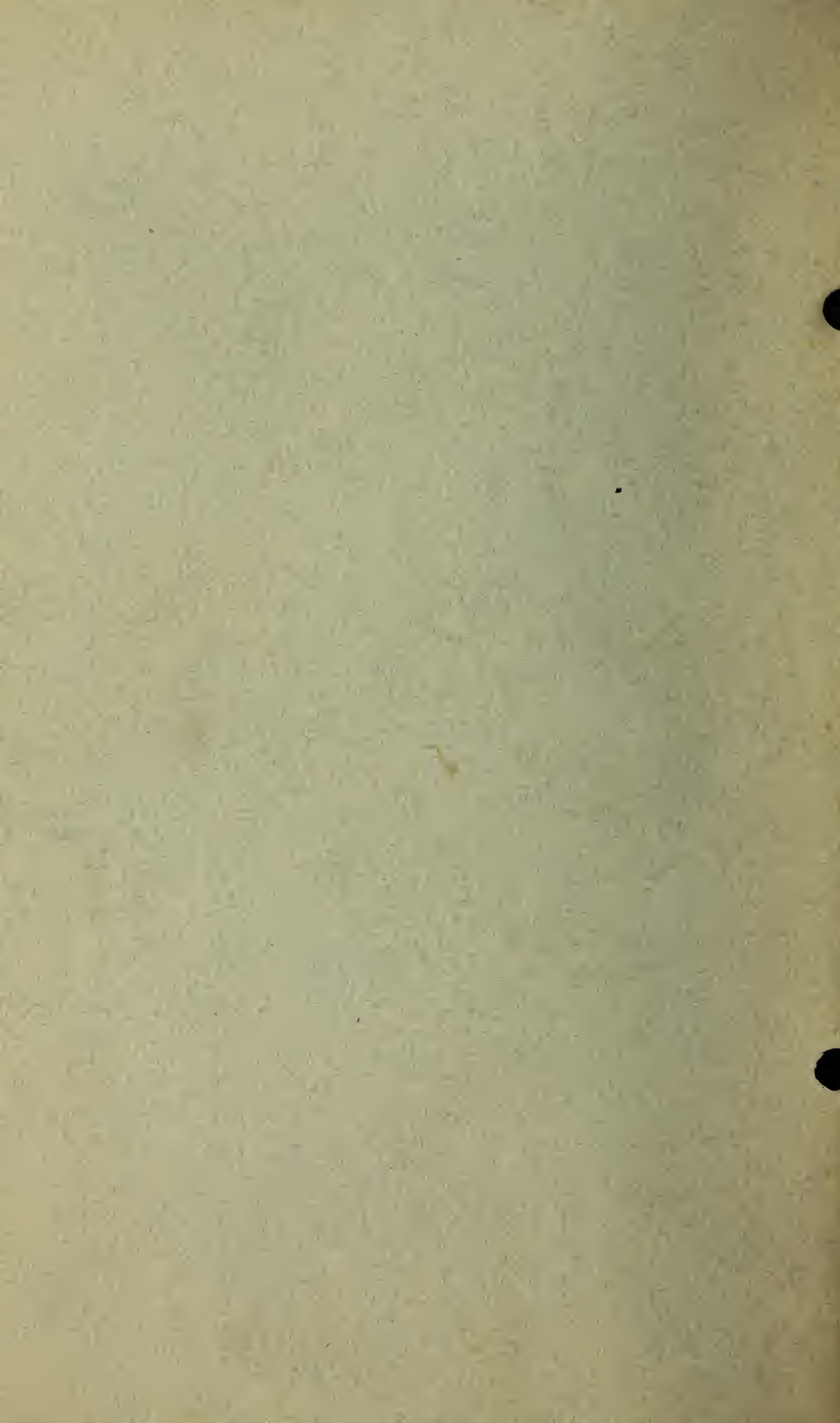
*Conclusion.*

It is an old maxim that "it is wise to let well enough alone," and it can perhaps nowhere be more safely applied than in public business. While I have suggested one or two subjects on which I think legislation is needed, and where certain changes would be improvements, yet it will be seen than in the large interests of the State there will be need of little action save such as is wanted to sustain their present prosperous condition. Providence has smiled upon us and blessed us in all our public life. May the same providence guide your deliberations at this Assembly, and direct them to the highest good of the whole commonwealth.

HOBART B. BIGELOW,  
*Governor.*







353.9  
C 76  
1883 Ja

---

State of Connecticut.

---

GOVERNOR'S MESSAGE.

---

1883.

---



# MESSAGE

OF HIS EXCELLENCY,

THOMAS M. WALLER,

GOVERNOR OF CONNECTICUT,

TO THE

GENERAL ASSEMBLY OF THE STATE,

JANUARY SESSION, 1883.

---

Printed by Order of the General Assembly.

---

HARTFORD, CONN.:

PRESS OF THE CASE, LOCKWOOD & BRAINARD COMPANY.

1883.



353.9  
C 76  
1883<sup>3d</sup>

# GOVERNOR'S MESSAGE.

---

*Gentlemen of the General Assembly:*

We enter upon the duties of the responsible places to which we have been elected, under an obligation common to all of us, by wise legislation, and creditable appointments, to promote the prosperity of the people whose servants we are.

It so happens that the legislative and the executive departments are not entirely in political accord, but this circumstance, I hope, will neither interfere with our pleasant relations, nor lessen the value of our public labors. Ours is a government of parties as well as of the people. We owe our positions largely, if not entirely, to partisan favor, and while we should be mindful of the obligation such relation imposes, if we are true to ourselves and to the principles both parties profess, we shall, in the execution of the duties with which we are charged, ignore without hesitation the claims of party, when they conflict with the interests of the State.

<p><b>National Politics.</b></p>
--------------------------------------

I have no desire to obtrude upon you any views upon national politics, though custom has made such expression a privilege of the occasion; yet I cannot forbear to observe that the people have not, for a quarter of a century, had so much cause as now to be hopeful of legislation that will benefit their material interests and happily affect their every-day life. Nearly all the great issues of the last twenty-five years of our eventful history have been settled and disposed of, and their settlement and disposition have been concurred in by the people, always willing to concede everything but their freedom for the sake of quiet, prosperity and peace. The political animosities and hatreds these issues engendered have been obliterated by time, and, by all but the bitterest partisan, gladly forgotten. To-day there is comparatively nothing to distract public attention from the questions of tariff, internal revenue, tenure of office, economy in expenditure, honesty in administration and cleanliness in politics. These questions, which so directly concern the people, require for deliberate consideration a time like this, when, thanks be to God, peace and prosperity everywhere prevail. To-day the national representatives, seemingly more than ever impressed with the conviction that this is a government of the people, show a disposition to respond to their wants and wishes, and to lighten the burden of taxation so long and so patiently borne.

**Our Own  
Affairs.**

In preparing to recommend legislation, I have been brought to the conclusion that there is probably no State in the Union that needs legislation so little as our own; and that the people would hardly suffer by your adjournment without day, after the usual appropriations and appointments were properly attended to. Upon this happy condition of our State affairs, so creditable to our predecessors, I offer you my congratulations. The absence of a great pressure of business will give you a better opportunity to attend to that which presents itself, and to devote yourselves to matters of public importance, too often subordinated to the demands of special legislation. The same class of questions that the people are compelling Congress to cope with ought to engage your immediate attention; for if their consideration is postponed, barren as your field of labor seems now, a multitude of legislative matters may arise to interfere. Experience teaches that the appetite for legislation grows by what it feeds on.

**Ballot-box.**

As the sovereignty of our government resides in the ballot of the voter, it is the duty of the lawmaker: first, to afford every possible and proper facility for the citizen to qualify himself to perform his duty, and by his ballot to express his will; then to protect his ballot by preventing spurious and fraudulent ballots, or the ballots of the bribed, to be counted against

it; and by preventing a person chosen by such vicious ballots from assuming office. To this end I recommend that the law be so changed that citizens engaged in daily occupations for their daily bread may have an opportunity, in the cities and larger boroughs, if not in all the towns of the state, to appear before the registrars of voters and the boards of registration in the evenings of the several days when such officers are now required to be in session.

Your predecessors enacted laws which they had reason to hope would prevent the evil of bribery; but we all know that the evil, common to both parties, of direct bribery by paying the voter, and indirect bribery, a viler kind, by the pretended hiring of the services of the voter, has become so offensive that, unless it is checked, it threatens to endanger the perpetuity of our free institutions.

I recommend the passage of a law providing that no contributions of money shall be made, directly or indirectly, by a candidate for office, for election purposes, except those you may think best to specify; and that the person elected, before entering upon his office, shall take and subscribe an oath that he has not violated any of the provisions of the statute. I do not flatter myself that all bribery will be stopped if this suggestion is adopted, but I trust its adoption will tend, in some measure, to check it, and to make an offense, now so common, as odious at least as petty larceny.

**The Primary  
or Caucus.**

The primary, or caucus, has never been recognized in our legislation ; and yet, in our political system, the caucus practically chooses the officers who govern us. Spurious ballots, bribery and corruption there, are more common than at the polls, and, if possible, more injurious.

The law I have already suggested, to prevent direct and indirect bribery and to compel candidates to purge themselves of complicity in these wrongs before assuming office, can be made to surround and protect the caucus.

These evils of the ballot box and the caucus are, I know, difficult to conquer. I urge the subject on your attention, however, hoping that your best thought and endeavor will be given to its mastery.

**Civil Service  
Reform.**

The worst evil—the father of all the rest—in the politics of to-day, is the partisanship that makes the pettiest office-holder the victim of political assessments, and compels him to be a champion or a boss of the party or clique that can manage to keep him in office. The people, who care little in what party this evil was born, now seem determined to throttle it, and the best minds of both parties are to-day engaged in constructing legislation with that end in view. Office-holders who have actually engaged in the demoralizing practices by which our politics have been debauched should, without an

exception, be retired as a class, and others, after sensible examinations by competent non-partisan boards, put in their places, and therein continued subject to removal only for neglect of duty, or for that insolence of office, long continuance in power sometimes produces.

A system that deprives an official elected by the people of the dispensation of patronage will not inflict an injury, but confer a benefit on him and his party, for the distribution of patronage is apt to make more enemies by disappointment, than friends by favor. It requires state as well as national legislation to effect civil-service reform, and any efforts in that behalf will command my hearty approval.

<p><b>Woman Suffrage.</b></p>
-----------------------------------

The contemplation of better political methods prepares you for a subject that has been presented to previous legislatures by some of my distinguished predecessors. The tendency of enlightened public opinion is in favor of treating women, in their relations to property, society and the state, as the equals of men. In England, and some other monarchical countries of Europe, as well as in some of our sister states, they already have and exercise a limited right of suffrage. The democratic doctrine, that the ruled should be themselves the rulers, would admit them to all the privileges of the ballot-box now enjoyed by men; but as fundamental changes in state policy ought not to be made without due deliberation or until ex-

periments in that direction have been successfully tried, I only suggest that you consider the expediency of conferring upon women the same rights of participation in school districts, as voters and officers, that they now have in the States of New York and Massachusetts. I recommend this legislation in the belief that the women of Connecticut, who have shown themselves worthy of the enlarged powers over their own property from time to time granted them by your liberal predecessors, will soon manifest a desire and capacity to use the ballot to advance the intelligence and morality of the communities in which they live, and that this small beginning will culminate in their full franchise before the end of this fast-waning century.

<p><b>Finance.</b></p>
------------------------

The report of the Treasurer shows that the funded debt of the State, reduced by the payment of \$10,000 during the year, was, November 30, 1882, \$4,957,600. By authority of the act approved April 19, 1882, there were issued, and sold at a premium, bonds to the amount of \$500,000, bearing three and one-half per cent. interest. I notice with pride the significant fact that Connecticut is the first State which has disposed of bonds at so low a rate of interest. The bonds due January 1, 1883, amounting to \$867,000, have been paid by the proceeds of the sale and by draft upon the treasury.

The amount of the funded debt, January 1, 1883, was \$4,590,600. The act of 1882, to which I have alluded, provides for the further issue of bonds to meet the payment of the bonds falling due January 1, 1884. The report further shows that the income of the fiscal year ending November 30, 1882, was \$1,720,438.21, and the expenditures \$1,646,432.85. The balance on hand, including surplus of \$74,005.36, was \$1,192,897.91. On January 1, 1883, the balance on hand was \$825,897.90.

**State  
Expenditures.**

The protest, so lately and so decisively uttered by the people against extravagance in national expenditures, deserves to be heeded by us. A comparison of the past with the present state expenditures will convince you that they are increasing in a far greater ratio than our business or population, and can but impress upon you the necessity of favoring their reduction in every possible and proper way.

**Humane  
and other  
Institutions.**

The largest item in the list of expenditures is, as it should be, for charitable, humane, and reformatory purposes. It amounts to over \$276,000. It includes the cost for the care of 380 boys in the reform school; 183 girls in the industrial school; 1,079 insane persons in the hospital at Middletown, 28 in the retreat at Hartford, 24 in hospitals outside the State; 57 imbeciles in the school at Lakeville; 146 sick and wounded soldiers in hospitals; 100 soldiers'

children in different towns; 18 blind persons at Boston; 51 deaf and dumb at Hartford, and 241 paupers at Tariffville. The people are able and willing to continue their generous support to the State institutions to which these beneficiaries belong, but rightfully require that watchfulness be continually exercised over their internal management, and care taken to avoid other than necessary and specific appropriations in their favor. Moneys given to support such institutions should be treated as a sacred fund, and religiously guarded against the growing evil of extravagance.

I understand no unusual appropriation will be asked for any of these institutions, except \$30,000 for the construction of two cottages at the reform school, required for the extension of a new system of care and reformation already entered upon, and esteemed by officers and trustees of great advantage to the school as a reformatory.

As the reports of these institutions, containing itemized statements of their condition and explanations of their wants, are printed for the information of the General Assembly, I do not deem it necessary to refer to them in detail.

<p><b>The Board of Charities.</b></p>
---

While the board of charities deserves the most grateful recognition for its benevolent services, it cannot be expected to exercise the efficient supervision over our charitable, reformatory, and penal institutions that other states secure by the employment of a super-

intendent, whose whole attention is given, under the direction of a competent board, to the discharge of the same duties as the law imposes upon our board of charities. It is estimated by the commission appointed to ascertain the number of neglected, misused, and dependent children in the State, and to report some plan to properly care for them, that 5,000 come within the scope of their inquiry. It is to be hoped that by your legislation something will be done to save these unfortunates from the associations of the poor-house, and the temptations to which poverty and neglect now expose them. Many of the boys released from the State reform school, upon attaining creditable positions by good conduct in the institution, have no homes or means to support themselves, and the same is true to some extent of girls discharged from the industrial school at Middletown.

In other States, boards of charities, aided, as I have said, by competent superintendents, are able to provide, in many cases, homes for neglected children in private families, and employment for inmates of their several institutions, who have proved themselves worthy of recommendation, thereby saving the State the expense of their continued support and administering charity in the most practical way by helping its subjects to provide for themselves.

The number of our State beneficiaries is so large, and the cost of their care so great, that it may be well for

you to consider the adoption of a system that has proved in other states wise and economical.

**Judicial  
Expenditures.**

The judicial expenditures for the year were \$233,207.79, being \$31,402 more than those of the previous year. A large proportion of these expenses arises from a class of criminal cases appealed from justices of the peace and city courts, which ought never to have been brought, and which, in the exercise of a sound discretion, are *nolled* before trial. If the law were so changed as to compel towns and cities to pay the costs accrued before appeal, to be reimbursed in case the State received the same, it is believed that without injury to justice the number of such cases would be greatly reduced, the public saved from large expense, and the people protected from a multitude of unnecessary and petty prosecutions.

**Arrangement  
of Terms.**

While the State obtains its judicial services at as small an expense as is consistent with the subsistence of the judges and the dignity of their office, the terms of court are so inconveniently arranged that a considerable portion of their time, so valuable to the State, is absolutely wasted, expense to the State and to suitors increased, and the settlement of litigation unnecessarily postponed. I recommend the passage of a law providing that the Superior Court, like Courts of Admiralty, shall be always open, that complaints shall be returnable on a certain day in each month,

and that the judges shall annually fix the times of the sessions of court in each county for the trial of cases. This subject of judicial expenditure will undoubtedly receive the attention of the able commission on criminal procedure appointed by my distinguished predecessor, and their report on this, as well as on other matters, will deserve your attention.

**Public  
Schools.**

It has cost for the education of the 121,185 children in the public schools for the last year, \$1,563,065.16; of this sum the State paid \$222,773. I have no suggestion looking towards the reduction of this expenditure to submit. I apprehend, however, that there is no labor of legislation, if well done, that will be more useful than that which is given to this very subject. Fortunately the commission charged with the duty of recommending such further or different legislation, as they may think best for the educational interests of the State, have given this matter their careful attention, and you will have the aid of their valuable report in relation to it. I hesitate to make specific suggestions as to changes in our system of public education. It is a subject about which our best educators unhappily disagree, but I feel safe in saying that the State Board of Education should consist of those only whose other engagements will not interfere with the actual performance of their duties. The statistics showing the liberality of the people in providing means for the support of the public schools,

and the remarkable proportion of the children who attend them, are not only interesting but impressive. This great interest of public education should, above all others, be managed with the most sturdy, practical common-sense. The purpose of all legislative action and control should be to provide the children in our common schools, not with a superficial knowledge of many things, but with a thorough knowledge of the common rudimentary branches of an English education. An ambitious boy, possessed of even these rude weapons, goes from the common schools well armed for the earnest battle of American life.

In addition to the cost of public schools, the State expended for public education \$49,500 for the Normal School, \$5,000 for the Storrs Agricultural School, and \$8,388.03 for the Board of Education.

<p><b>State Normal School.</b></p>
--

The amount charged to the Normal School includes the cost of a building, now nearly completed, toward the expense of which the town of New Britain contributed twenty-five thousand dollars, and for the furnishing and equipment of which you will be asked to make a necessary appropriation. The school employs nine competent teachers, and its advantages during the year have been enjoyed by one hundred and thirty-five scholars. It is no longer an experiment. The benefit of its influence and useful work has long been realized in the teaching of our common schools. The liberal donation of the intelligent and thrifty

community in which the school has so long been located is not only creditable to the donors, but is an approval of the character of the school that should be understood and appreciated.

**Storrs  
Agricultural  
School.**

The Storrs Agricultural School, now in the second year of its struggling infancy, has three teachers and eighteen pupils. It received last year five thousand dollars from the State, a little less than three hundred dollars for each pupil. It is feared that unless it receives a larger appropriation this year, it will not be possible to maintain it. The large element in the Assembly directly interested in the occupation the school was founded to aid and honor will, it is believed, give their special attention to its wants and its merits.

**Connecticut  
National Guard.**

The National Guard, comprising thirty-seven companies of infantry and one battery of artillery, cost the State during the year \$158,182.96. The commutation tax, amounting to \$93,635.45, nearly equaled the usual expenses. The excess is due to the expenditure of \$50,000 for armories, and \$10,000 for a camp-ground at Niantic. It is thought that the commutation tax for this year, estimated at \$103,288.00, will be sufficient to meet the expenses. The National Guard has for years been steadily improving in character, discipline and equipment. It is to-day in such fortunate condition that the whole force could be

mustered at any place in the State accessible by rail, in less than eight hours, in every way prepared for field service.

This fine body of soldiers, many of whom have done service on the field of battle, deserves the continued support of the State, and is entitled to the respect the people have always entertained for it. The colored troops of this organization, I understand, have not heretofore been encamped with the Brigade. Whatever may be the reason for this exclusion, it should not be longer permitted.

<b>Railroads, Insurance Cos., and Banks.</b>
--

The Railroad Companies contribute in taxation towards the expenses of the State, \$484,732.42.

The Insurance Companies, including Fire and Life, Foreign and Domestic, \$342,331.98, and Savings Banks \$252,886.10. The business of the Railroads during the year has increased in a ratio corresponding with the general business in the State, although the report of the Commissioners shows that the usual percentage of net profits has not been maintained.

The Life and Fire Insurance Companies are among the most prominent corporations of the State—some of them the largest and most prosperous in the world. The last report of the Insurance department shows that the Fire Companies had over \$23,000,000 of assets, and the Life Companies over \$105,000,000.

The Savings Banks of the State have on deposit over \$84,000,000, the largest amount ever

held by them. There are 187,471 depositors, each having less than \$500 to his credit, and 50,522, each having over that sum.

These three great monetary interests, that pay in taxation more than five-eighths of all the expenditures of the State, are under your control. The same care to avoid experimental legislation and the same liberal policy of control that has characterized the past and to which they largely owe their present prosperity, should be continued. They should receive such protection, and be subject to such restrictions, as will, without doing injustice to them, best promote the interest of the State.

The omission to mention other institutions and interests of the State is not from any depreciation of their importance. I shall, hereafter, if occasion justifies, call your attention especially to them.

<b>Taxation.</b>
------------------

Equal in importance to economy in expenditure is equality in taxation. The existing laws requiring tax-payers to report to assessors a list of their property *liable to taxation* practically make every taxpayer his own judge on a question often difficult to decide, and one in which his pecuniary interest tends to warp and embarrass his judgment. The records of our Probate Courts in the settlement of the estates of deceased persons frequently disclose the fact that large amounts of property, owned by men of standing and character, have for years escaped taxation.

I recommend the passage of a law requiring that the tax-payer, under adequate penalty, either in person or by list, shall report to the assessors all the property owned by him, wherever it may be and of whatever it may consist, and that the assessors shall decide all questions of exemption subject to review by the board of relief.

The law now sufficiently provides for the recovery of a debt with interest and costs, but furnishes no remedy in case property escapes taxation through even the mistake or wrong of the tax-payer himself. To remedy a defect so obvious and important, I recommend the passage of a law providing that upon the discovery that property subject to taxation has not been assessed, the town in which such property was taxable, may recover in an action at law, of such owner or his estate, an amount equal to the tax which would have been assessed upon such property, had the owner thereof reported the same to the assessors. The enactment of these proposed amendments would, it is believed, largely increase the amount of property assessed, and justly reduce the taxes of the great majority of tax-payers whose only property is continually exposed to the view of the assessors.

The apprehension sometimes expressed that capital will be driven from the State by the rigid enforcement of our laws on taxation ought not to be entertained. If the laws on this subject are unjust, they should be altered or repealed; if not, they should be enforced

against property, whether as visible as a farm or as easily concealed as a railroad bond or stock certificate.

Other States have adopted the policy of exempting from taxation, under certain conditions, investments of capital in vessels, thus giving in some measure needed encouragement to their maritime commerce. I recommend that you consider the expediency of such policy, that it may, if found advisable, be adopted by you.

<p><b>Sunday Law.</b></p>
-------------------------------

Our laws in relation to the proper observance of Sunday are so incongruous that I feel compelled to urge their correction and amendment. They now permit after sunset on Sunday the manufacturing establishment to be put in operation, the workshop opened, the goods of the merchant exposed for sale, and even a claim for debt to be secured by attachment; while they forbid attendance at a concert, however sacred, or at a public entertainment, however quiet, orderly and instructive. They permit, by late amendment, travel on Sunday, but impose a fine of twenty dollars upon the owner of a vehicle who allows a person to travel therein. I recommend the alteration of these laws so that on Sunday night the same immunity shall be given to attendance at a public concert, or any other orderly, instructive, and moral entertainment, that is now enjoyed during the same hours by the manufacturer, the merchant, and the sheriff in their several secular occupations; and that

the law inflicting a fine on the owner of the vehicle the traveler uses on Sunday, shall be repealed. The amendment proposed will disturb neither the quiet worship of God nor the needful rest of man on the day set apart for both.

**Constitutional  
Amendments.**

An amendment to the Constitution prohibiting the manufacture and sale of intoxicating liquors will come before you for final legislative action. The Constitution, ratified and adopted by the people themselves, clearly provides, as it seems to me, that proposed amendments can only be submitted to them, when each house of the Assembly, by a two-thirds vote, shall approve of the subject-matter of the amendment itself. If this is a correct view of your constitutional obligation, it follows, of course, that you cannot vote for this amendment unless, in your opinion, it ought to be adopted by the people, and you would so vote yourselves on the question as electors at the polls. Your failure to approve of this proposed amendment would not, in my opinion, injure the cause of morality or temperance, for experience teaches that, however easy it may be to arouse the sentiment of a people to adopt such an amendment, it is impossible after its adoption to effectually enforce it. In this State there is little occasion for constitutional prohibition. The General Assembly may, if in their opinion it is wise so to do, enact a law prohibiting the manufacture and sale of intoxicating liquors under the constitution as it is,

and every town can prohibit the sale of liquors within its own limits under the laws as they are.

<p><b>License Law.</b></p>
--------------------------------

The consideration of proposals to alter and amend existing laws in relation to the manufacture and sale of intoxicating liquors will be likely to tax your patience and test your wisdom. The public sentiment of the State is manifestly in favor of a license law that is liberal and reasonable, yet restrictive; that recognizes the right of local prohibition, as the law now does, and favors the sale, everywhere, of lager beer, cider and the lighter wines over other intoxicating liquors as the existing law fails to do. If this public sentiment is not what it should be, we must look for its elevation more to the teachers of morals than the makers of law. Careful examination of the law leads me to offer some suggestions concerning it. If licenses should be continued in force, unless revoked, until the licensee failed to pay the fee required for renewal, or until the town in which the business is located voted adversely on the question of license, the duties of the licensing power would be greatly lessened, and the large expense of its exercise reduced in proportion, without conceivable injury to the law itself. The efficiency of a license law depends so much upon the character of the court that decides to whom a license shall be granted, and when it shall be revoked, that it may be well for you to consider the expediency of relieving County Commissioners from

the exercise of a discretion so judicial in its nature and so important to the proper execution of this law, and lodging the same in a court competent by legal knowledge and experience to properly try either questions of fitness or issues of law — a court in public estimation above the suspicion of personal prejudice, or partisan bias, and familiar, by the exercise of criminal jurisdiction, with the evils this law is intended to remedy. The Superior Court, when the necessary rearrangement of its terms is perfected, could, especially if the provision for the continuance of licenses were adopted, easily attend to this duty, as it would by so doing, it may be reasonably hoped, lessen the time now required for the trial of cases arising from the violation of this very law; yet the court would in this, as in other important matters, if occasion required, employ the aid of a committee, appointed by itself, to report facts in relation to applications. It would be wiser and more economical, if found necessary, to elect an additional judge than to continue to impose upon county commissioners duties, for the performance of which, from their lack of legal education and experience, they are especially unfitted. If jurisdiction in this matter were given to the Superior Court, the attorneys for the State should appear for the people to prevent the success of improper applications. The discharge of these duties would not lessen the dignity of the court, while it would be promotive of the good order and well-being of society.

The requirement of endorsers upon applications for licenses is a better test of the applicant's energy than of his fitness. If the Superior Court were to hear and decide applications upon their merits, the reason for this requirement would cease, and the law should be amended accordingly. I recommend the enactment of a law embodying these views, and providing further that no license shall be granted except after notice of the application in a newspaper published in the town or county where the applicant resides, and after notice to the attorney for the State for such county. If the granting of licenses should not be transferred to the Superior Court, the power to revoke them most certainly should be. The power may sometimes involve large loss of capital invested in leases, fixtures, and stock. It should only be exercised after a licensee has been found guilty of violating the law, as a discretionary part of the punishment imposed by the court having cognizance of the facts proved on the trial. I cannot anticipate the character of other alterations that may be proposed, or your action in regard to them, but there is no apprehension that you will submit, for executive approval, legislation that does not recognize the right of a citizen in a free State to the utmost liberty of personal action consistent with the good order of society, or that will tend to encourage the evils of intemperance, the statistics of which are appalling.

**Governor's  
Salary.**

The wise constitutional provision that the compensation of an official shall not be enlarged during the term of his office permits me to express the opinion that the salary of the Governor ought to be increased. While the salary of such an honorable office ought not to be so large as to make it alluring to the seeker of gain, it ought not be so inadequate to the services required and the courtesies expected, as to deter all but the rich from venturing to accept it.

**Legislative  
Procedure.**

Caligula added to his infamy by writing his laws in small characters and posting them on high pillars, beyond the vision of most of his subjects, thereby to ensnare them. The instance is recalled to impress upon you the importance of the topic to which it leads your attention. As the people are expected to know, respect and obey the laws, their publication should be immediate and universal, so that want of actual knowledge of the law, to a person capable of reading, should not in fact, as it is not in law, be a reasonable excuse for its violation. The law at present permits special acts to go into operation upon the day of their approval, and public acts four weeks after the rising of the General Assembly; but frequently even these become operative immediately upon their passage, and before their publication. The present system of distributing the laws in pamphlet

form does not force them upon public attention, or practically supply them for convenient reference. I recommend the passage of a law on this subject, providing that special acts shall not go into operation until thirty days after their approval, and that public acts shall be published immediately upon their passage in such newspapers in the State as may choose to do so, at a rate to be fixed by law.

The criticism that such publication would invite might often lead an Assembly to amend or repeal laws made by itself, and thus save the people from unwise legislation and the succeeding Assembly from the duty of repealing it.

<p><b>Special Legislation.</b></p>
--

The time occupied in special legislation by the General Assembly increases from year to year, and will continue to do so until some inflexible policy against such legislation is adopted, or until it is prohibited by constitutional amendment. The waste of time, great as it is, is the least mischief such legislation produces. It never has other excuse than the avoidance of some defect in the general law; and this should seldom be considered sufficient. It is wiser to amend a defect in the general law itself than to avoid it in individual instances by special legislation. An amendment of the general law operates for the benefit of all, but special legislation enures to the benefit of the few. As our laws in relation to joint stock and other corporate interests are liberal, com-

prehensive and well understood, an application for special legislation in favor of corporations ought not to be granted until the proof of special necessity is made so strong as to overcome all the presumptions against it. If you adopt such a policy, your session will be brief and your labor will be easy.







553.5  
C 76  
1884 Ja



SECOND ANNUAL MESSAGE

OF HIS EXCELLENCY

THOMAS M. WALLER,

Governor of Connecticut,

TO THE LEGISLATURE—SESSION OF 1884.





SECOND ANNUAL MESSAGE

OF

HIS EXCELLENCY

THOMAS M. WALLER,

GOVERNOR OF CONNECTICUT,

TO THE GENERAL ASSEMBLY,

*Session of 1884.*

---

HARTFORD, CONN.:

THE CASE, LOCKWOOD & BRAINARD CO., PRINTERS.

1884.



353.9

C76

1884

Ja

## GOVERNOR'S MESSAGE.

---

*Gentlemen of the General Assembly:*

Before calling your attention to some brief suggestions regarding State matters which I have to submit, I desire to congratulate you upon the honor implied in your selection as the representatives of the people of this commonwealth.

### VETO.

The constitutional requirement, that all bills shall receive the approval of the Governor before they become operative, unless they are passed after reconsideration notwithstanding his objections, makes him, in some measure, share with you in the responsibility for all legislation; and to the full extent of this responsibility he should expect to be held. But the founders of our state government obviously never intended, that the Executive should exercise any other than an advisory or persuasive authority in the making of laws. And when the General Assembly continues in session until its work is wholly accomplished, this is the limit of the duty he is required to perform. In States where a veto can only be overcome by a two-thirds majority, the power is of so arbitrary a nature, that its use is only justifiable in defending the executive department from legislative infringement, or preventing enactments, that are clearly and flagrantly against the rights of the people. But in our State, where the same vote, required on its original passage, is sufficient to pass a bill over a veto, it can never have any other effect than to

---

*Biennial Sessions.*

---

compel further and more deliberate consideration of proposed legislation. The will of the people, as expressed by a majority of their representatives, can never be defeated by executive action, unless the General Assembly, by its premature adjournment, leaves the final disposition of legislation contingent upon the Governor's approval. And this, I protest, except upon some extraordinary occasion, should never occur. Every department of the government should bear the burdens the constitution imposes. This honorable body, so impressed with its duty, will, it is hoped, unlike its predecessor, continue its session, however long it may be, until every bill has received all the signatures necessary to its enactment.

**BIENNIAL SESSIONS.**

A proposed amendment to the constitution, providing for biennial sessions of the General Assembly, received a majority vote of the last House of Representatives, and will be presented to you for final legislative action.

The people had an opportunity in 1879, after exhaustive discussion, to express their opinion of such a proposed change in our organic law; and the record shows, that more than two-thirds of them voted against it. As nothing has occurred since to add to the strength of the argument then urged in its favor, it is not likely, if again submitted, to be disposed of in a different way.

The amendment will, of course, command your legislative approval, if, in your opinion, it ought to be adopted, and you would yourselves so vote as electors at the polls. The fact, however, that your constituents have so lately and so decisively condemned the proposed alteration, ought not to be entirely ignored. The constitution now provides, in the annual sessions, an adequate relief from the operation of unjust

---

*Biennial Sessions.*

---

laws or oppressive monopolies, before the evil, they might do, has time to develop. The substitution of biennial for annual sessions would undoubtedly lessen the political agitation, trouble, and expense, the people now bear; but this is a consideration, after all, of little importance, if such a change would tend in its operation to decrease their knowledge, interest, and vigilance in relation to the affairs of the State; and to further remove them from the exercise of their inherent authority. It is the theory of a democracy like ours, that the people govern best, the nearer they are to the power they control.

The objection to the present constitutional provision is, I apprehend, founded more upon the length than the frequency of sessions. If the public business could be annually disposed of in six or eight weeks, instead of occupying more than seventeen, as it did last year, there would be less difficulty in obtaining the services, as legislators, of the best citizens of the State; and few would favor abandoning yearly sessions with their traditional and educational influences.

Your immediate predecessors, in the creation of a Board of Pardons, and the passage of a general law in relation to granting administration after the expiration of the statutory limitation of time, did much, in my opinion, to aid you in making your session an unusually brief one. The large number of experienced legislators you have among you, and the fortunate organizations you have already effected, in both houses, make me confident you can easily accomplish such a result. If your record demonstrates the feasibility of an annual session of not more than two months in duration, a precedent will be established difficult for future assemblies to depart from; and the strongest objection to the frequent

---

*Finances.*

---

meeting of the people's representatives will be met and overcome.

The careful consideration, that official responsibility compels you to give so important a change, may lead you, as it has me, to doubt its expediency, and to concur in the popular view, that frequent and brief sessions are better than infrequent and long ones.

## FINANCES.

The balance in the Treasury

December 1, 1882, was, - \$1,192,897.91

The income of the fiscal year,

ending Nov. 30, 1883, was, 1,617,800.04

Received from sale of bonds, - 525,197.50

\$3,335,895.45

The expenditures were, - \$1,630,526.65

Paid for State bonds redeemed, 867,500.00

Balance on hand, - - 837,868.80

\$3,335,895.45

The falling off in the income—one hundred and two thousand, six hundred and thirty-eight dollars and seventeen cents (\$102,638.17)—from the previous year, is largely accounted for, by the failure of certain railroad companies to meet their taxes, and by the reduction of the amount heretofore paid by mutual insurance companies of our State, as authorized by the act of 1882.

*Funded Debt.*—

The funded debt was, January 1, 1883, - - \$4,590,600

There has been paid in reduction thereof, dur-

ing the year, - - - - 318,500

So that the amount of funded debt now is, - \$4,272,100

---

*Finances.*

---

Three and one-half per cent. bonds of the issue of December 1, 1883, have been sold, amounting to one million, sixty-eight thousand and five hundred dollars (\$1,068,500), at a premium of 6.85 per cent., the largest ever received from the sale of State bonds.

*State Auditors.—*

The auditors of public accounts are now confined to examination of figures and their comparison with vouchers presented. This entirely clerical service hardly seems sufficiently valuable to compensate for the time it takes, or the money it costs. If the auditors were authorized to enquire into the details of vouchers, and upon the discovery of a doubtful charge or credit, to report the same to the Executive for his opinion and action, another safeguard would be added against fraudulent or careless expenditure of money. While such extension of their power could not, at this time, be construed as a reflection or a special alarm, it might save the State, in the future, from losses and scandal.

*Taxation.—*

I cannot allow the failure of the last General Assembly to act upon the recommendations made regarding taxation, to deter me from again alluding to a defect in the system, that does gross injustice to the honest tax-payers of the State. Under the law, as it is, if taxable property is not returned to assessors, and they fail to discover it, it absolutely escapes all taxation; for no provision exists for the enforcement of a claim for taxation on property, which has been concealed from the assessors, or inadvertently omitted from the grand list of a town. A large amount of property, in this way, is continually evading its part of the burden of public expense.

---

*Savings Banks.*

---

If a statute were enacted authorizing towns, upon the discovery of unassessed property, to demand and collect of the party, who failed to return it, the amount—or double the amount—it would have been liable for, if it had been properly listed, it would be greatly for the advantage of citizens, who comply with the law, as there can be no doubt it would considerably lessen the rate of taxation, which they have to pay. While I have no hesitation in urging you by prompt legislation to supply this obvious and harmful omission, I think it would be wise to adopt the growing practice of legislatures, in dealing with subjects of intricacy and detail, and refer our whole scheme of taxation to a carefully composed commission, and await their report, before attempting to remedy its many inequities or make any material alterations in its methods or rates. The financial statement must convince you, that if any reduction is made in favor of one class of tax-payers, a corresponding increase on some others will be required to maintain an income sufficient to meet current expenditures.

## SAVINGS BANKS.

There is in the control and management of our savings banks the sum of ninety-two millions, six hundred and seventy-nine thousand, sixty-three dollars and one cent (\$92,679,063.01), a larger amount than ever before, and mostly belonging to the thrifty industrial element of our population. There has been an increase of eight thousand, six hundred and fifty-nine (8,659), during the year, in the number of depositors, and of three millions, one hundred and fifty-five thousand, nine hundred and seventy-three dollars and twenty-two cents (\$3,155,973.22), in the amount of their deposits. The commissioners, who carefully examine each of these institutions twice annually, and are familiar

---

*Railroads.*

---

with their condition and wants, suggest that, in their opinion, this interest needs no new legislation, except, it may be, in relation to a class of investments against which they have heretofore strongly protested.

It appears from their report, that some of these institutions have invested in simple promissory notes, without collateral securities, the sum of four millions, thirty thousand, seven hundred and sixty-six dollars, and seventy-nine cents (\$4,030,766.79). Some of these notes have been, I understand, purchased out of the State at large rates of discount, and transferred to our banks, without additional endorsements, at much lower rates. Dealing in such personal securities, whether foreign or domestic, involves risk, in my judgment, never intended that savings banks should take. Already the losses, occasioned by this sort of investment, have compelled some of the banks in a neighboring State to compromise with their creditors, and one of our own banks to scale its deposits a considerable percentage.

The two hundred and forty-six thousand, six hundred and fifty-two (246,652) persons, who have placed their money in charge of these savings institutions, have done so to avoid the chances of speculation and the risk of loss. The law should be altered, if it permits the placing of their funds in other than the safest and soundest class of investments.

**RAILROADS.**

The permanent investment in our railroads has reached the enormous sum of eighty-seven millions, four hundred and fifty-nine thousand, six hundred and forty-six dollars and nineteen cents (\$87,459,646.19). There are now, completed and in use, within our limits, one thousand, three hundred and sixty (1,360) miles of road, over which were carried,

---

*Railroads.*

---

during the year, sixteen millions, three hundred and fifty-two thousand, six hundred and seventeen (16,352,617) passengers, nearly a million more than in any previous year. Their gross earnings amounted to sixteen millions, two hundred and thirty-four thousand, nine hundred and forty-two dollars and forty-four cents (\$16,234,942.44), yielding an average profit of four and one-half per cent. on fifty-six millions, nine hundred and fifty-three thousand, six hundred and seventy-eight dollars and twenty-five cents (\$56,953,678.25), their aggregate capital stock. The management of these great corporations has generally been conservative and satisfactory. The differences, that have occasionally arisen between them and their patrons and the communities on the line of their routes, have been usually adjusted, by the parties in interest, with reciprocal fairness. The spirit of monopoly on the part of railroads, or prejudice against such corporations on the part of the public, has never asserted itself in our State, as it often has elsewhere. As the officers of such companies are presumably better able than legislators to manage the details of their business for the advantage of all, they ought not to be interfered with by special legislation, except in cases of oppressive discrimination, or where there is persistent neglect to meet the wants of the public.

The report of the Treasurer shows, that these corporations have paid—protesting, however, as tax-payers oftentimes do, against its excessiveness—the sum of four hundred and fifty-six thousand, one hundred and twenty-eight dollars and fifty-five cents (\$456,128.55) in taxes to the State.

---

*Insurance.—Common Schools.*

---

## INSURANCE.

Connecticut, the twenty-eighth in population, ranks third among the States in the amount of capital invested in life and fire insurance. A jealous regard for the reputation she has acquired in this great business will lead you to be cautious in legislating upon matters affecting it. I had occasion, in returning to the last General Assembly a resolution incorporating an insurance company, to indicate the reasons that seemed pertinent against granting special charters permitting insurance to be done on a basis requiring no reserve and comparatively free from official supervision. Although, as the record shows, the House of Representatives, in the unfortunate and perhaps unavoidable absence of one hundred and three—almost one-half—of its members, by a majority of three, concurred with the Senate in passing the resolution notwithstanding the objections, still I conceive it my duty to again urge, that persons, who procure policies of life insurance on the faith and credit of a Connecticut company, with little or no knowledge of the terms of their contract, should be protected, in their unselfish expenditures, from vicious and delusive schemes by the stringent provisions of its charter.

## COMMON SCHOOLS.

There was expended, during the last fiscal year, in support of our Common School system, one million, eight hundred and thirteen thousand, four hundred and eighty-six dollars and eleven cents (\$1,813,486.11), of which sum the State and the School Fund together furnished three hundred and thirty-six thousand, two hundred and eighty-nine dollars and fifty cents (\$336,289.50), and the balance was raised by local taxation. More than sixty per cent. of the amount derived from taxation comes from twenty-five of the largest

*Common Schools.*

towns, and one-third of it from the six largest cities. There are in the State one hundred and forty-nine thousand, four hundred and sixty-six (149,466) children between the ages of four and sixteen, one hundred and twenty thousand, five hundred and thirty-seven (120,537) of whom attended these schools some portion of the year. The State agent, I regret to learn, whose duty it is to prevent the employment of children in factories when they should be at school, and to prevent truancy or absence from neglect, experiences difficulty sometimes in securing the local coöperation of prosecuting officers. This could be, and should be, avoided by investing him with authority, in the line of his duty, to issue complaints. I have heretofore expressed an apprehension, that our public schools, in the smaller towns of the State, are not as good as they were thirty years ago. Fuller information convinces me that such is the fact. The statistics of the Board of Education, that you will have an opportunity to examine, disclose the reason. In more than half the towns, there are fewer children and less wealth than formerly; but the same number of districts, school-houses, and schools are maintained.

In the one thousand, four hundred and forty-seven (1,447) districts of the State,

56 schools average	5 or less pupils;
346 " " over	5 and do not exceed 10;
322 " " " 10 " " " "	15;
213 " " " 15 " " " "	20.

Money enough is raised, it is believed, in every town in the State, if economically expended, to secure competent teachers and insure the maintenance of excellent schools. An existing law provides for the consolidation of districts; and the most favorable reports come from communities, that

---

*Common Schools.*

---

have taken advantage of it. But its provisions are not compulsory; and it has not received the favor the circumstances I have detailed would lead you to expect. I recommend you to consider the policy of transferring the management of schools from officers of districts to officers of towns, in the hope, that better schools, without additional expense, will be provided. I have no desire, in what I say, to encourage an attempt to furnish a higher or fanciful education in our country schools, at public expense. My only anxiety is, that our children shall enjoy ample facilities, in every town in the State, to become thoroughly proficient in the common branches of an English education. In connection with this subject, let me remind you, that the policy of permitting women to participate in the public affairs of school districts, has proven itself in other States, as might have been expected, elevating, wise, and beneficent.

*Normal School.—*

The elegant and commodious building, constructed at the expense of the State and the town of New Britain, is now completed and occupied by the Normal School. The junior class, that entered in September last, is unusually large. A model school, illustrative of the principles taught, is in successful operation; and soon, it is expected, an opportunity will be afforded the students of this institution to acquire facility in teaching, by the kindergarten methods in the primary, and the industrial methods in the higher departments of our schools. An institution intended, as this is, for the technical education of teachers, in the art of their profession, ought to be of great public service. The Board of Education, confident that better talent will be more generally required in the management of our schools in the

---

*Courts.*

---

future, are anxious that the Normal School shall receive all reasonable aid, that its graduates may be competent to fill the places to which they are called.

## COURTS.

The judicial expenses, amounting to two hundred and twenty-six thousand, eight hundred and forty-eight dollars and forty-two cents (\$226,848.42,) are six thousand, three hundred and fifty-nine dollars and thirty-seven cents (\$6,359.37) less than those of the previous year. The chronic complaint against the law's delay is not attributable in this State to the insufficiency of our judicial force. There are five Judges of the Supreme, and six of the Superior Court, and the former do circuit duty. During the year ending December 1, 1883, the records show, that the aggregate sessions of the Superior Court, in the trial of civil and criminal cases, occupied seven hundred and ninety days, scarcely more than one-third of the time of the judges of that court, if they, unassisted, did the whole of the service. I renew the advice I offered in a previous message, that the sessions of this court, now so inconvenient and so wasteful of the time of the judges, be rearranged, under your authority, by the judges themselves, and that our civil courts, like courts of admiralty, be always open and complaints returnable to them monthly. It is shown by the statistics submitted, that the Judges of the Supreme Court might be relieved from circuit duty, and thus enabled to discharge their responsible duties with less delay, without imposing an unreasonable burden upon their associates of the Superior Court.

In every department of life, other than law, business is done more rapidly and cheaply than ever before. The fault

---

*Courts.*

---

in our State, I fear, is almost wholly imputable to legislative indifference.

*Law Forms.*—

The American Bar Association, composed of lawyers and publicists from all parts of the country, at its late Convention, requested legislatures in all the States of the Union to concur in adopting a uniform method of acknowledging deeds and other legal instruments. As such an enactment would relieve the embarrassment in the execution of law papers, that now often arises from the existence of dissimilar forms in different States, it would seem to be expedient, so far as you can, to comply with the request.

*Criminal Escapes.*—

The frequent failures to discover atrocious criminals have created more comment within and beyond our limits than the circumstances warrant. No State has more ample provisions for the detection of crime. Upon the happening of a mysterious murder, the Executive Department has the right to offer a reward for the apprehension of the guilty; and State's Attorneys, upon the approval of the Governor, can, for the same purpose, at the expense of the State, employ the best detective service of the country. No doubt escapes of criminals from deserved conviction and punishment sometimes result from the loose practice of permitting juries in exciting capital cases to separate two or three times a day, during the trial, and to mingle with the public, exposed to all sorts of improper influences. If in such cases, in the discretion of the court, juries were kept together, it is believed that disagreements would not so often occur; that such trials would occupy less time, and be less expensive;

---

*Agriculture.*

---

and that the people would be secured a more even chance, than they now have, in their legal contests with crime.

## AGRICULTURE.

More than half the industrial element of the population of the country is engaged in agriculture and occupations connected with and akin to it. In this State nearly forty-five thousand persons, and more than one hundred and thirty-five millions of capital are employed in its prosecution. The changed condition, occasioned by the development, within a few years, of railroad transportation, compels the farmer of New England to avoid competition with the cheap lands in the west, by giving attention to such lines in his occupation as require special knowledge and skill to successfully follow. To assist in sustaining in Connecticut such a policy, bounties have been given to agricultural societies; an experiment station has been established, the first in the country; and a school, for the special education of farmers, has been assisted by annual appropriations of money. All these departments have so worked together for the advancement of this policy, that they deserve, it is believed, the continued support of the State.

*Storrs Agricultural School.*—

You will be asked, I understand, to make a small extra appropriation for the maintenance of the Storrs Agricultural School. The beginning of such a novel undertaking is always expensive and sometimes discouraging. At the opening, I am told, of a like school by the Government, a few years ago, in the Dominion of Canada, now self-supporting and one of the finest of the kind on the continent, scholars were actually paid for attendance. The trustees of this institution are sanguine, if awhile longer it is specially

---

*Fish Culture and Shell Fisheries.—State Boards.*

---

avored, that it will ultimately prove a success, and, from knowledge obtained from personal visits, I am strongly inclined to share in the hope.

#### FISH CULTURE AND SHELL FISHERIES.

The action of our State in creating commissions to supply our lakes, rivers, and streams, with a variety of fish, and to promote the cultivation of oysters in our inlets, harbors, and along the shores of our coast, has been already productive of the most satisfactory results. The shell-fish commission has, within a few years, developed—if not created—an industry, that gives needed employment to a large number of men, involves large amounts of capital, and promises to continually increase its proportions. Whatever legislation experience suggests to encourage and protect these important and growing interests, will, I am sure, be favorably considered. To avoid special legislation in regard to fishing in different ponds, brooks, and streams, that occupied so much of the time of the last General Assembly, and encumbers so many pages of the public laws of that session, I would recommend the adoption of a general law, that might be applied, either by the towns in which the waters are located, or by the commissioners in their discretion.

#### STATE BOARDS.

The operations of the Boards, having supervision of the matters their titles indicate, will so fully appear in their several reports, that I do not deem it necessary to do more, except in a few instances, than to acknowledge their efficient services, and urge you to carefully consider their opinions before acting upon the subjects to which they relate.

---

*State Charities.*

---

*Board of Charities.—*

The experience of the Board of Charities, in attempting in a crippled condition, to discharge duties, which like bodies in other States, having a salaried superintendent, are enabled to perform, confirms me in the view I have heretofore expressed, that this Board should be afforded the means of a more useful and efficient organization.

*Board of Health.—*

The Board of Health is required, among other things, to give information upon sanitary subjects by lectures, papers, and personal visits; to advise different localities of the approach, spread, and prevention of contagious, infectious, and other diseases; and to collect the vital statistics of the State. Connecticut was the first to adopt the policy of sustaining such a Board. Its example has been followed in many of the other States, and the wisdom of it recognized. The suggestion, my predecessors have frequently made in relation to a topographical survey of the State, now urged by this Board as a sanitary measure, should receive your attention.

## STATE CHARITIES.

The State has, during the year, wholly or partially, cared for two thousand, seven hundred and twelve (2,712) persons in its hospitals and other humane institutions, at a total expense of two hundred and fifty-seven thousand, two hundred and sixty-one dollars and seventeen cents (\$257,261.17); and the people have, it is estimated, at the same time contributed, in local taxation, to the same class of charities more than one half a million of dollars.

---

*State Charities.*

---

*Connecticut Hospital for the Insane.*—

The over-crowded condition of the Insane Hospital at Middletown demands your immediate attention. The institution is intended to accommodate only seven hundred and seventy-five (775) patients; but at no time, during the year, has there been less than eight hundred and forty-two (842), while the average number has been eight hundred and fifty-four (854). There are now thirty-four (34) applications on file; and there have been, at all times, patients awaiting admission from two to six weeks. In the opinion of those in charge of the Hospital, "Such over-crowding increases the risk to life, lessens the probabilities of restoration to health, and interferes with the orderly management and comfort, so necessary to successful treatment." The fact that two hundred and seventy-one (271) persons were admitted during the year, one hundred and ninety-three (193) of whom became inmates of such an institution for the first time, is suggestive of the probable future demands upon the State for the care of its indigent insane. The hospital now comprises several cottages, besides the main building and annex. If another building is constructed to provide for two hundred and fifty (250) more patients, and it can be at a moderate cost, it would, in the judgment of the Trustees of the Institution, be able to meet every requirement for the next ten years; and Connecticut would, for the first time, be among the few states, that have ample accommodations for their insane poor.

*Reform School.*—

The Report of the Officers and Trustees of the Reform School at Meriden, containing a statement of its condition and a detailed account of its expenditures, should receive

---

*State Charities.*

---

your favorable but critical attention. There was appropriated, last year, thirty thousand dollars (\$30,000) for the "erection and furnishing of two cottages," the contract for the building of which appears to have been awarded, under an authority I am unable to designate, for the sum of one thousand four hundred and seventy-four (\$1,474) in excess of the appropriation, so that there is required to cover their cost, including the services of the architect, two thousand two hundred and twenty-four dollars (\$2,224.) And for the furnishing of these two buildings, you will be asked, I am advised, to appropriate about ten thousand dollars (\$10,000) more.

A bill providing for the change of the name of this school passed the last House of Representatives; but the action of the Senate, in continuing it to this Assembly, was subsequently concurred in. Many boys become inmates of this institution more on account of poverty and neglect, than the commission of crime. And they do not deserve to bear the stigma, through life, of having been in their boyhood, in a criminal school. If there is any opprobrium in the name, the less it implies, the less injustice it does them.

*Connecticut Industrial School.*—

The results of the School, established at Middletown, in 1869, for the care and training of friendless and neglected girls, have been exceedingly gratifying. The statistics show, that more than two-thirds of its wards, in number not less than five hundred, have been saved from a life of degradation and vice. During the year, there have been forty-eight commitments, and fifty-four girls have been placed in country homes or among relatives. There are now in the school one hundred and ninety-two, between the ages of eight and

---

*License Law.*

---

nineteen, disposed of in families, occupying five separate buildings. The State contributes, for each inmate, three dollars a week to defray the current expenses. There has been given in private charity for the maintenance of this school, since its foundation, one hundred and thirty thousand dollars (\$130,000), which sum seems to have been expended with judgment and care. Its present urgent need is a building to be used for a chapel, a school-room, and hall. Such a structure, not costing more than eight or ten thousand dollars, would relieve the present crowded arrangements and avert the danger to be apprehended, from the assemblage of a large number in close and unsuitable quarters, from a panic or a fire. This institution has overcome the prejudice and doubt it had, at the beginning, to encounter, and has proven itself, by its beneficent labors, worthy of the aid of the State, and the sympathy of the benevolent. Years ago I had the honor, as a member of the Assembly, to advocate its charter, and it is a pleasure to be justified, by its record, in commending it now.

**LICENSE LAW.**

The returns of County Commissioners show, that two thousand nine hundred and seventy-one (2,971) licenses were issued last year, the total receipts from which amounted to two hundred sixty-three thousand and seventy-three dollars and ninety-four cents (\$263,073.94.) There is more popular contentment now, than ever before, with the general provisions of the law relating to the manufacture and sale of intoxicating liquors. The special objections to it are founded upon its improper and inconsistent administration, in some parts of the State, by County Commissioners, who are not fitted, by training and experience, to consider and decide questions of a judicial character. These objections would be

---

*Town and City Governments.—Military Matters.*

---

less serious, if appeals from their decisions were allowed by the law.

It is a misfortune that the dispensers of privileges, considered valuable by those who desire them, and triers of such important questions, as often come before County Commissioners, should, with a single, accidental exception, be all of the same political party. The granting and revocation of licenses should be vested in the jurisdiction of a competent court. But, if this is not done, some mode of selecting these commissioners should be adopted, that would expose them less, in the discharge of their duties, to the suspicion of political motives and bias.

## TOWN AND CITY GOVERNMENTS.

The agitation of the policy of consolidating town and city governments, where they co-exist over the same, or substantially the same area and population, is clearly in the interest of municipal economy. But such legislation ought not to become operative, until approved of by those it directly affects. From the principle of local self-government there should be no further departure.

## MILITARY MATTERS.

The military commutation tax, amounting to one hundred and four thousand eight hundred and fourteen dollars (\$104,814.00), but for the ten per cent. reduction now allowed by law, would come within six thousand dollars of meeting the aggregate current military expenses.

*State Armories.—*

The public act of 1882, concerning armories, provides, that in every town, in which two or more companies are located, suitable armory accommodations may be built or purchased

---

*Military Matters.*

---

by a commission, consisting of the Governor, the Adjutant-General, and the Quartermaster-General of the State, and appropriates two hundred thousand dollars to meet the expenditure. Under this authority, ninety thousand dollars has been expended in building armories at New Haven and Waterbury, and ten thousand dollars in purchasing sites at Bridgeport and New London. The present commission, apprehensive that the balance will be insufficient to build the six other armories contemplated by the statute, have concluded to await your action before taking any steps in the matter.

*National Guard.*—

The National Guard, under the command of Brigadier-General Stephen R. Smith, comprises two thousand three hundred and ninety-one (2,391) officers and men. For the first time since its organization, the entire brigade was encamped on the State grounds at Niantic from September 10th to the 15th, inclusive. Its discipline, drill, and appearance elicited the approval of officers of the regular army and other military visitors, and were, as appears by his report, in every way satisfactory to the Adjutant-General of the State. Seventeen hundred and twenty-five officers and men of the brigade took part in the military parade in New York, commemorating the evacuation of that city by the British at the close of the Revolutionary War. Their bearing and deportment as soldiers and gentlemen, on that occasion, deserved the plaudits they received from spectators, and the honorable mention made in the general orders of the Commander-in-Chief.

---

*Nathan Hale.—Election Laws.*

---

## NATHAN HALE.

The commission, charged with the erection of a statue to Nathan Hale, the Revolutionary Martyr, expect soon to receive the completed studies of sculptors; and to be able to place the statue in position before the next meeting of the General Assembly.

It was the design of the projectors of this magnificent building to adorn its niches and embellish its walls with the statues, and portraits of those, whose conspicuous part, in this commonwealth's history, entitles their memory to be so perpetuated.

Judicious appropriations, from time to time, should be made, so that each year may contribute toward the completion of their admirable plan. Such memorial honors should be paid not only to our heroes and statesmen, but to those also, who, by eminent learning, enterprise, or invention, have added to the prosperity and fame of the State; and like recognition should be given to our public benefactors, one of whom gave, in his life-time, a munificent sum, and, at his death, added to it a fortune, for the establishment at Yale College of a Scientific department for the youth of the country for all time to come.

## ELECTION LAWS.

I took occasion, in the Inaugural Message, to urge the necessity of further legislation to protect the ballot box from intimidation and bribery. As there is not a general election held in our State, that is not productive of the most shameful scandals, and as prosecutions for violation of the law of elections seldom occur, I deem it my duty to renew the suggestion, and to call your attention to the advanced action other States have taken on this subject-matter. This evil,

*Election Laws.*

so dangerous to our republican form of government, is so common, and the culpability for it so evenly divided between the schemers and managers of both political parties, that even its partial suppression can only be secured by the adoption of extraordinary measures. Citizens of an adjoining State, discouraged by the weakness of the law, or the inefficiency of its officers, have lately combined together in large numbers, irrespective of party, to act as a vigilance committee for the discovery and punishment of the givers and takers of bribes; and I am glad to believe, that their efforts are likely to result in convictions of the guilty. The statute on this subject, that went into operation in England in October last, should be read by every legislator. It comprehends direct and indirect bribery, intimidation, improper influences of every conceivable kind in elections, and provides methods of prevention and detection, that must be difficult to baffle. The political debauchery, of which I speak, has become so universal and alarming, that even experimental legislation should be tried, that promises a cure. A measure, providing for the appointment of prosecuting election agents and detectives under suitable conditions, or any other measure, looking to the security of the ballot against the corruption of money, that your wisdom may devise, will receive my hearty approval. If we would perpetuate the government of the people our fathers transmitted, we must not suffer elections to be, as they now often are even in rural communities, only auctions of votes.

THOMAS M. WALLER.







353.9  
C 76  
1886 Ja

STATE  
OF THE  
UNIVERSITY OF ILLINOIS

MESSAGE  
OF  
HIS EXCELLENCY  
HENRY B. HARRISON,  
GOVERNOR  
OF THE  
STATE OF CONNECTICUT

*Delivered to the General Assembly, January 6, 1886.*







# MESSAGE

OF

HIS EXCELLENCY

HENRY B. HARRISON,

GOVERNOR

OF THE

STATE OF CONNECTICUT.

---

*Delivered to the General Assembly, January 6, 1886.*

---

HARTFORD, CONN.:

PRESS OF THE CASE, LOCKWOOD & BRAINARD COMPANY.

1886.



353.1  
C76  
1406 J2

## MESSAGE.

---

*Gentlemen of the General Assembly :*

With cordial salutations to you, and to each of you, I proceed to discharge the special duty now imposed upon me by the Constitution.

The fiscal year formerly ended on the thirtieth day of November ; and the reports of the various departments and officers of the government were not required to be made before the following January. Consequently it was possible and customary for those reports to present detailed statements of the operations of the several departments and institutions of the State for the period of one year ending on the last day of November immediately preceding the January Session of the General Assembly, while, at the same time, they disclosed the condition of those departments and institutions respectively on that date.

At the last Session an Act was passed providing that the fiscal year for all departments should end on the thirtieth day of June, and requiring that all the reports which had previously been made annually on or before the first day of the January Session should thereafter be "made, returned, and printed on or before the first day of November."

This change in the law confines most of the reports which you will receive at this Session to statements of the opera-

tions of the respective departments and institutions during the period of only seven months ending on the thirtieth day of June last, and to a disclosure of the condition of each of them, not as it stands now, but as it stood more than six months ago.

Referring you to those reports for the limited information which they contain, I will, at the same time, endeavor to state substantially, so far as may now be necessary, what the different departments and public institutions have done during the year ending on the thirtieth day of November, 1885, and what was the condition of each of them on that day. Such a statement will derive value from the fact that it can be compared with the corresponding statement made to the General Assembly at the opening of its last Session.

#### FINANCE.

On the first day of last October bonds of the State amounting to one million seven hundred and forty-one thousand and one hundred dollars (\$1,741,100), bearing interest at six per cent., became payable. To provide for their payment the Treasurer, availing himself at the right time and in the right way of the largely discretionary powers given him for that purpose, issued, and sold at a premium of eight hundred and seventy-six one thousandths ( $\frac{876}{1000}$ ) of one per cent., new bonds amounting to one million seven hundred and forty thousand dollars (\$1,740,000) payable at the end of twenty-five years from the first day of October, 1885, and bearing interest at the rate of three per cent. per annum.

It is believed, upon authority apparently reliable, that at that time no other State in this country (and probably no foreign country) had ever negotiated a similar loan on terms as favorable to itself. The result reflects the highest honor upon

the financial credit of the State, while it has reduced the interest-charge upon the funded debt to the extent of fifty-two thousand and two hundred dollars (\$52,200) per annum.

On the first day of December, 1885, the funded debt (exclusive of eight thousand and one hundred dollars of the matured bonds which had not then been presented for payment), amounted to four millions two hundred and seventy-one thousand dollars (\$4,271,000).

The balance of cash then in the Treasury belonging to the civil list was seven hundred and seventy-seven thousand five hundred and twenty-nine dollars and seven cents (\$777,529.07) as against a corresponding balance on the first day of December, 1884, of five hundred and twenty-four thousand five hundred and eighty-three dollars and thirty-eight cents (\$524,583.38). A part of the increase of cash in the Treasury during the year, as shown by this comparison, is only apparent — being caused by the transfer to the credit of the civil list, by order of the General Assembly, of sundry old accounts amounting to eighty-nine thousand and sixty-four dollars and seventy-seven cents (\$89,064.77). The rest of the increase, however, is real — amounting to one hundred and sixty-three thousand eight hundred and eighty-one dollars and two cents (\$163,881.02). The principal part of it came from the collection of railroad taxes, overdue and unpaid on the first day of December, 1884, amounting to one hundred and fifty-nine thousand nine hundred and twenty dollars and thirty-seven cents (\$159,920.37) — of which amount the sum of one hundred and fifty thousand dollars was received in full settlement, by authority of the General Assembly, of the State's claim for taxes due from the New York & New England Railroad Company.

The total resources of the Treasury during the year ending November 30th, 1885 — including one million seven hundred and fifty-five thousand two hundred and forty-two dollars and forty cents (1,755,242.40) received from the sale of bonds already mentioned, and including also the balance of five hundred and twenty four thousand five hundred and eighty-three dollars and thirty-eight cents (524,583.38) on hand at the beginning of the year — amounted to four millions one hundred and fifty-five thousand seven hundred and sixty-five dollars and thirty six cents (\$4,155,765.36).

The principal sources of ordinary revenue during the same period were as follows: — taxes received from towns, five hundred and twenty-nine thousand eight hundred and twenty-eight dollars and thirty cents (\$529,828.30): — taxes on railroads (not including the collection, already mentioned, of overdue taxes) four hundred and seventy-one thousand six hundred and seventy-four dollars and forty-nine cents (\$471,674.49): — taxes on Mutual Insurance Companies, two hundred and twenty thousand eight hundred and two dollars and fifty-six cents (\$220,802.56): — taxes on Savings Banks, one hundred and ninety-eight thousand seven hundred and sixty-one dollars and forty-five cents (\$198,761.45); — and taxes on stocks owned by non-residents, seventy-one thousand five hundred and fifty-nine dollars and six cents (\$71,559.06).

The principal items of expenditure, other than the payment of State bonds, were as follows: — expenses of Session of General Assembly, one hundred and eight thousand two hundred and seventy-four dollars and thirty-five cents (\$108,274.35): — judicial expenses, two hundred and sixty-three thousand eight hundred and fifteen dollars and eighty-four cents (\$263,815.84): — board of prisoners in county jails, eighty three thousand eight hundred and sixty-two dollars

and fifty-one cents (\$83,862.51):—on account of Common Schools (not including the amount paid by the School Fund), two hundred and thirty thousand four hundred and three dollars and fifty cents (\$230,403.50):—on account of State Reform School, fifty-five thousand seven hundred and nine dollars and twenty-six cents (\$55,709.26):—on account of humane institutions, one hundred and eighty-seven thousand nine hundred and sixty-seven dollars and fifty cents (\$187,967.50):—interest on State bonds, two hundred and twenty-six thousand seven and ninety-two dollars (\$226,792): and amount charged as on National Guard account, one hundred and forty thousand six hundred and fifty dollars and sixty-six cents (\$140,650.66);—which last item includes, as will presently appear, a considerable sum not properly to be considered as part of the ordinary annual expenses of the National Guard.

#### EDUCATION.

No important change has taken place during the past year in the public schools, numbering now sixteen hundred and thirty-three (1,633).

The census of January, 1885, showed the number of children between four and sixteen years old to be one hundred and fifty-one thousand and sixty-nine (151,069), ninety-two per cent. of whom attended school during the year ending August 31st, 1885, namely, one hundred and twenty-five thousand, seven hundred and eighteen (125,718) in public schools and fourteen thousand four hundred and eighty (14,480) in private schools.

The whole expense of the public schools (exclusive of the Normal School), during the same year was one million eight hundred and fifty-two thousand two hundred and twenty-one

dollars and forty-five cents (\$1,852,221 45),—of which sum the teachers were paid one million one hundred and sixty-six thousand eight hundred and seventy-nine dollars and thirteen cents (\$1,166,879.13).

Of the total expenditure one hundred and twenty thousand eight hundred and fifty-five dollars and twenty cents (\$120,855.20) came from the School Fund; two hundred and twenty-six thousand six hundred and three dollars and fifty cents (\$226,603.50) from the State Treasury; forty thousand three hundred and eighty-seven dollars and six cents (\$40,287.06) from income of town deposit funds; seven hundred and sixty-four thousand six hundred and eighty-eight dollars and nine cents (\$764,688.09) from town taxes; and five hundred and twenty-five thousand one hundred and nineteen dollars and thirty-six cents (\$525,119.36) from district taxes.

On the 30th day of November, 1885, the capital of the School Fund was two millions twenty-eight thousand one hundred and twenty-three dollars and seventy-four cents (\$2,028,123.74). For the year ending on that day its income was one hundred and nineteen thousand six hundred and eighty dollars and five cents (\$119,680.05), and its disbursements (including the sum already mentioned as having been paid to towns for support of public schools) one hundred and thirty thousand five hundred and eighty dollars and eighteen cents (\$130,580.18).

The number of pupils in the Normal School on the 30th day of November, 1885, was one hundred and seventy. So large a number had not been in the school at the corresponding date in any year since 1859.

The expenses of the institution for the year ending on that day were nineteen thousand eight hundred and forty-five dollars (\$19,845).

At least three hundred of its graduates are now teaching public schools in this State.

The Act of 1885, "concerning Evening Schools," requires school visitors to certify annually to the Comptroller, "the average number of scholars attending such schools within the year next previous" to the first Monday of March, but prescribes no rule whereby such "average number" shall be determined. The ambiguity thus existing in the Act causes confusion and should be remedied.

I concur in the recommendation of the Board of Education that Section 4th of Chapter 4th of Title XI of the General Statutes be so amended as to permit boards of school visitors to appoint as "Acting School Visitors," persons not of their own number.

#### NATIONAL GUARD.

The National Guard, numbering two thousand three hundred and thirteen officers and men, continues to maintain a high standard of discipline and efficiency, and is believed to compare not unfavorably with any similar organization in any other State of the Union.

During the past year its condition has been improved by the disbanding of two inefficient companies and the organization, in Stamford, of a remarkably good one.

The armories at Bridgeport and New London have been finished. Your attention is particularly invited to that part of the Adjutant General's report which speaks of armories—especially in relation to provision for an armory in Hartford.

In the item of one hundred and forty thousand six hundred and fifty dollars and sixty-six cents (\$140,650.66), already mentioned as being charged on account of expenses

of the National Guard during the year ending November 30th, 1885, are included fifty thousand dollars expended upon armories (mostly upon the construction of armories at Bridgeport and New London), together with other sums not constituting ordinary annual expenses of the National Guard, — so that the actual amount of the ordinary expenses of maintaining the force during that year was eighty-two thousand and twenty-two dollars and twenty-five cents (\$82,022.25), — being twenty-four thousand three hundred and ninety-six dollars and sixty-two cents (\$24,396.62) less than the corresponding amount for the year next preceding.

The military commutation tax for the past year will exceed one hundred and one thousand dollars (\$101,000), — of which amount one hundred thousand three hundred and eighty-nine dollars and ten cents (\$100,389.10) had been collected on the second day of last December.

#### BUREAU OF LABOR STATISTICS.

I commend to your attentive consideration the very able report of the Commissioner of the Bureau of Labor Statistics. There is reason for regret that the number of copies of it required by law to be printed is so small. The large amount of information and the many important suggestions which it contains, warrant the expectation that the Bureau, if it shall continue to be energetically and wisely administered, will be of great value to the State.

Referring you particularly to that part of the report which states the facts relating to the employment of children in various kinds of labor, and discusses the laws of Massachusetts and other States touching that matter, I recommend that our law upon that subject be assimilated to the law of Massachusetts by the passage of an Act forbidding such

employment of children under ten years of age, and providing that no child under twelve years of age shall be so employed except during the vacations of the public schools, and that no child under fourteen years of age shall be so employed unless he or she shall have attended school twenty weeks during the next preceding year.

Possibly it may be impracticable to go farther in this direction at present, but it is to be hoped that the time is not distant when young children — unable as they are to provide for their own defense — will receive from the State a larger measure of protection than would be given them by the law now proposed.

Agreeing with the Commissioner in the opinion that the Bureau would be more efficient if it could employ special agents for special investigations, I further recommend that the moderate sum requisite for securing the services of such agents be appropriated for that purpose.

#### HUMANE INSTITUTIONS.

The State extends its especial care to the disabled soldier, the soldier's orphans, the insane, the imbecile, the deaf and dumb, the blind, and the children who need reformatory discipline. Of these classes it directly supports, wholly or part, more than two thousand persons, most of whom are distributed among our own humane and reformatory institutions, and a small number among similar establishments in Rhode Island, Massachusetts, New Hampshire, and Vermont. Satisfactory information in regard to each of these institutions justifies a confident belief that they are well managed and that the large amount of money spent annually by the State upon its beneficiaries under their charge is honestly and wisely applied to the uses for which it is given.

## DISABLED SOLDIERS, &amp;c.

The State has promised to provide for the medical treatment, and the support, of disabled and indigent soldiers and sailors of the late war, and has undertaken to furnish them such relief in the hospitals at Hartford, Middletown, New Haven, and Bridgeport, and in the Fitch's Home at Darien. Hitherto the pledges thus given to those brave men have been redeemed; but the time is at hand when, with the instrumentalities now at our command, they can be redeemed no longer. It is with great difficulty that the institutions just named can furnish sufficient accommodations for this class of our beneficiaries — a class steadily increasing, and likely to continue increasing for some years to come. The necessity for promptly meeting this exigency is manifest.

The defect pointed out by the Quartermaster-General in the law relating to burial expenses of indigent soldiers and sailors also needs attention.

## CONNECTICUT HOSPITAL FOR THE INSANE.

In May last the center building and north wing of the new addition to the Connecticut Hospital for the Insane were finished. A south wing of the same building will soon be completed. During the past year a house has been built for the Superintendent. On the thirtieth day of November last the number of patients in the Hospital was one thousand and seventy-one — being an increase of one hundred and forty-eight over the number there on the 30th of November, 1884. The standard of general health among them is remarkably high. The condition of the institution, in all respects, is satisfactory, and no new legislation in its behalf appears to be required.

.

### STATE REFORM SCHOOL.

The number of boys in the State Reform School on the thirtieth day of November last was four hundred and twenty-eight, and the number discharged during the year then ending was one hundred and ninety-eight.

It is obvious upon an inspection of the buildings and grounds of the institution that the repairs called for by the trustees ought to be made. For the accomplishment of that object a specific appropriation, or an increase in the price of board of the boys, will be necessary.

### INDUSTRIAL SCHOOL.

The Industrial School for Girls had under its charge, on the first day of December, 1885, two hundred and thirty girls. It is an admirable institution and well deserves a continuance of the favor hitherto bestowed upon it by the General Assembly.

### AGRICULTURE.

The Board of Agriculture and the officers of the Experiment Station continue to discharge their respective duties, as heretofore, with great usefulness to the public. For reasons apparently satisfactory you will be asked to relieve them from the operation of the Act of 1885, requiring their annual reports to be made and printed on or before the first day of November.

A Commission, appointed by the General Assembly at its last session, will present to you a report upon the Storrs Agricultural School. That report will show reasons, which cannot now be detailed, why the school, under its present circumstances, cannot be expected to flourish, notwithstanding the zeal and ability of its instructors. A serious difficulty

in its way will continue to exist so long as the land which it occupies is held by the State under a conditional or questionable title. The agriculturalists of Connecticut, however, may fairly claim that the maintenance of an agricultural school by the State comes within the scope of an enlightened public policy, and that if, for any reason, the present site of the school should be given up, the institution itself ought not to be abandoned, but should be established elsewhere and liberally supported.

#### STATE PRISON.

In 1884 the General Assembly appointed a Commission "to take into consideration and examine all matters relating to the building of a new State Prison, or of providing for an enlargement or improvement" of the present one.

At the session of 1885 the Commission presented its report, favoring, for reasons therein set forth, the construction of a new prison. In consequence of disagreement between the two Houses, no important action was then taken upon the subject. While I am not prepared to advocate, as imperatively necessary at this time, the building of a new prison, I advise that the report be again carefully considered, and that if the project of constructing now a new prison should not meet your approval, measures be taken, at all events, to secure such repairs and improvements in the present prison, and especially such changes in its sanitary arrangements, as may be found necessary or desirable for the time being.

Important suggestions will come before you from the Directors of the State Prison touching reforms in the criminal law and in the administration of prisons.

## BOARD OF PARDONS.

The Act creating the Board of Pardons does not provide means for bringing before the Board prisoners seeking pardon or witnesses whose testimony may be needed, or for securing the attendance of the sheriff or any other officer upon the sessions of the Board. The passage of an Act to remedy these defects in the original statute is much to be desired.

## BANKS.

The number of Savings Banks in the State is eighty-four (84).

The amount of their deposits on the first day of October last was ninety-two millions four hundred and eighty-one thousand five hundred and twenty-five dollars and forty-three cents (\$92,481,525.43) — being an increase of one million eight hundred and sixty-six thousand eight hundred and two dollars and fifty-four cents (\$1,866,802.54) during the year ending on that day.

The amount of their loans on endorsed paper was then three millions ninety-seven thousand eight hundred and sixteen dollars and twenty-eight cents (\$3,097,816.28), showing a decrease during the year, in that class of loans, amounting to seven hundred and four thousand two hundred and fifty-nine dollars and twenty-two cents (704,259.22).

On the same date the amount of their investments in bank stocks was six millions one hundred and fifty-nine thousand five hundred and ninety-nine dollars and seventy-seven cents (\$6,159,599.77), — a decrease during the year of sixty-five thousand three hundred and sixty dollars and thirty-five cents (\$65,360.35).

The number of their depositors was then two hundred and fifty-six thousand and ninety-seven,—an increase of three thousand eight hundred and fifty-two during the year.

The increase in number of depositors and in amount of deposits, and the decrease in bank stocks held by these banks and in their loans on indorsed paper, are to be noted as favorable circumstances.

The report of the Bank Commissioners indicates, upon the whole, an improvement in the general condition of the Savings Banks, the Trust Companies, and the State Banks during the same year.

#### INSURANCE.

The forthcoming report of the Insurance Commissioner will show no material change during the past year in the general condition of the Insurance Companies.

Among other statistics it will give—(as of January 1st, 1885), the following, namely—

Number of Stock Fire Insurance Companies organized under our laws—ten, with paid-up capital amounting to ten millions eight hundred and one thousand five hundred dollars (\$10,801,500); gross assets twenty-four millions forty thousand one hundred and ninety-three dollars (\$24,040,193); and surplus above all liabilities five millions nine hundred and sixty-seven thousand five hundred and fifty-six dollars (\$5,967,556).

Number of Mutual Fire Insurance Companies, seventeen.

Amount of their assets, one million one hundred and ninety-five thousand two hundred and ninety-seven dollars (\$1,195,297); and their surplus above all liabilities eight hundred and ninety-three thousand nine hundred and sixty-six dollars (\$893,966).

Number of Life Insurance Companies, nine.

Amount of their gross assets one hundred and ten millions, eight hundred and thirty-nine thousand three hundred and twenty-six dollars (\$110,839,326), and amount of their liabilities (except capital) ninety-nine millions three hundred and twenty-one thousand and eighteen dollars (\$99,321,018).

The act of 1885, "relating to Insurance Agents," has worked well.

#### RAILROADS.

We have in the State twenty-two railroads—some of which are operated by their owners and others by lessees. The number of men employed upon them exceeds eleven thousand. The amount of capital stock of the railroad companies is fifty-eight millions five hundred and seventy-eight thousand four hundred and seventy-seven dollars (\$58,578,477), of which amount stockholders living in Connecticut hold seventeen millions seven hundred and nineteen thousand three hundred and seventy-seven dollars (\$17,719,377). The number of passengers carried upon the roads during the year ending September 30th, 1885, was seventeen millions four hundred and thirty thousand nine hundred and twenty-one, of whom—through their own carelessness, however—five were injured fatally, and seven others more or less seriously. Within this State the total length of the roads is nine hundred and seventy-four miles, of double tracks one hundred and seventy-four miles, and of sidings two hundred and fifty-seven miles;—making the total of single-track miles one thousand four hundred and five.

The Commissioners will report that, upon the whole, the condition of every one of the railroads is better now than it has ever been before.

The number of railroad-crossings at grade is twelve hundred and forty-four. Only one hundred and thirty-nine of them are protected by gates or otherwise. It is true that upon the petition of the selectmen or other local authorities of any town, city or borough within which such a crossing exists, or of the directors of the company upon whose railroad it exists, the Commissioners can order an alteration of the crossing; and it is true that such a petition is occasionally presented to the Commissioners and that the prayer thereof is almost always granted. It is also true that the Commissioners have power to make such orders of their own motion, after giving the interested parties opportunity to be heard, in cases where a grade-crossing exists upon the line of any railroad having a double track throughout its "entire length:"—but in reference to all other railroads the law provides that alterations of grade-crossings "made at the primary instance of the Railroad Commissioners shall not be ordered at the rate of more than one a year on any one railroad."

In view of the fact that about one thousand unprotected grade-crossings exist in this State upon railroads of the class last specified, and in view of the fact that frightful casualties are constantly liable to occur at any one of them, and in view of the further fact that twenty-two such casualties occurred at grade-crossings during the past year, inflicting death on thirteen persons and injuries on nine more, it would seem that the Commissioners ought to be at liberty to institute measures for the alteration of such crossings, on railroads of any description, at a rate much more rapid than the rate of "one a year on any one railroad."

I recommend that the restriction upon the Commissioners which has just been pointed out be abolished, and that the process of protecting human life at grade-crossings, now so

slowly going forward, be hastened by appropriate and vigorous legislation.

#### BOARDS OF HEALTH.

The powers vested by law in local boards of health, if wisely exercised, would be of manifest and great advantage to the public at large. In point of fact a great majority of those boards do not exercise any of their functions, and do not even organize for the purpose of appointing the agents who, if appointed, would be ready to guard their respective communities against pestilence in cases of emergency. I approve the recommendation of the State Board of Health that proper legislative action be taken, to require those boards to perfect their organization and appoint their officers and agents annually.

Happily no occasion has arisen for making use of the fund appropriated last year to defray the expenses of safeguards against the cholera — but as the danger from that source has not absolutely disappeared, a renewal, for the current year, of the same appropriation may be advisable.

#### PAUPERS.

Complaint is sometimes made of alleged injustice and inhumanity in the practical working of our laws relating to the care of paupers. If such wrongs exist it is not to be believed that the people of this State will hesitate to demand the correction of them as soon as the facts can be ascertained and the proper remedies be devised. This whole subject is perplexed by practical difficulties of various kinds. Nevertheless it seems clear that the “contract system,” so called, which prevails in a considerable number of towns—however satisfactory its operation may be in particular cases—fur-

nishes constant opportunity and temptation for great abuses and that some substitute for it ought, if possible, to be found. I recommend careful investigation of this whole matter and the enactment of such legislation as may be found necessary to prevent all inhumanity in our treatment of the poor—however thorough that legislation may need to be for the accomplishment of its object.

#### REVISION OF STATUTES.

By the death of Hon. Edward L. Cundall a vacancy has been made in the committee for revision of the statutes. It is not quite certain that the resolution requiring the appointment of the committee provides for the filling of such a vacancy. Not wishing to assume unnecessarily any doubtful power, and being satisfied that no harm would result from leaving the vacant place unfilled, I have not undertaken to supply it by a new appointment. The subject is submitted for your consideration with the suggestion that it may be best to provide at least for the filling of any such vacancies as may occur hereafter.

#### PUTNAM.

Among the brave soldiers whose fame has shed lustre upon the history of Connecticut, Israel Putnam, renowned as “the hero of Bunker Hill,” was one of the most conspicuous. I cordially commend to your favor a memorial and resolution which will be presented to you in behalf of the town of Brooklyn, contemplating the erection of a suitable monument to mark the place of his burial.

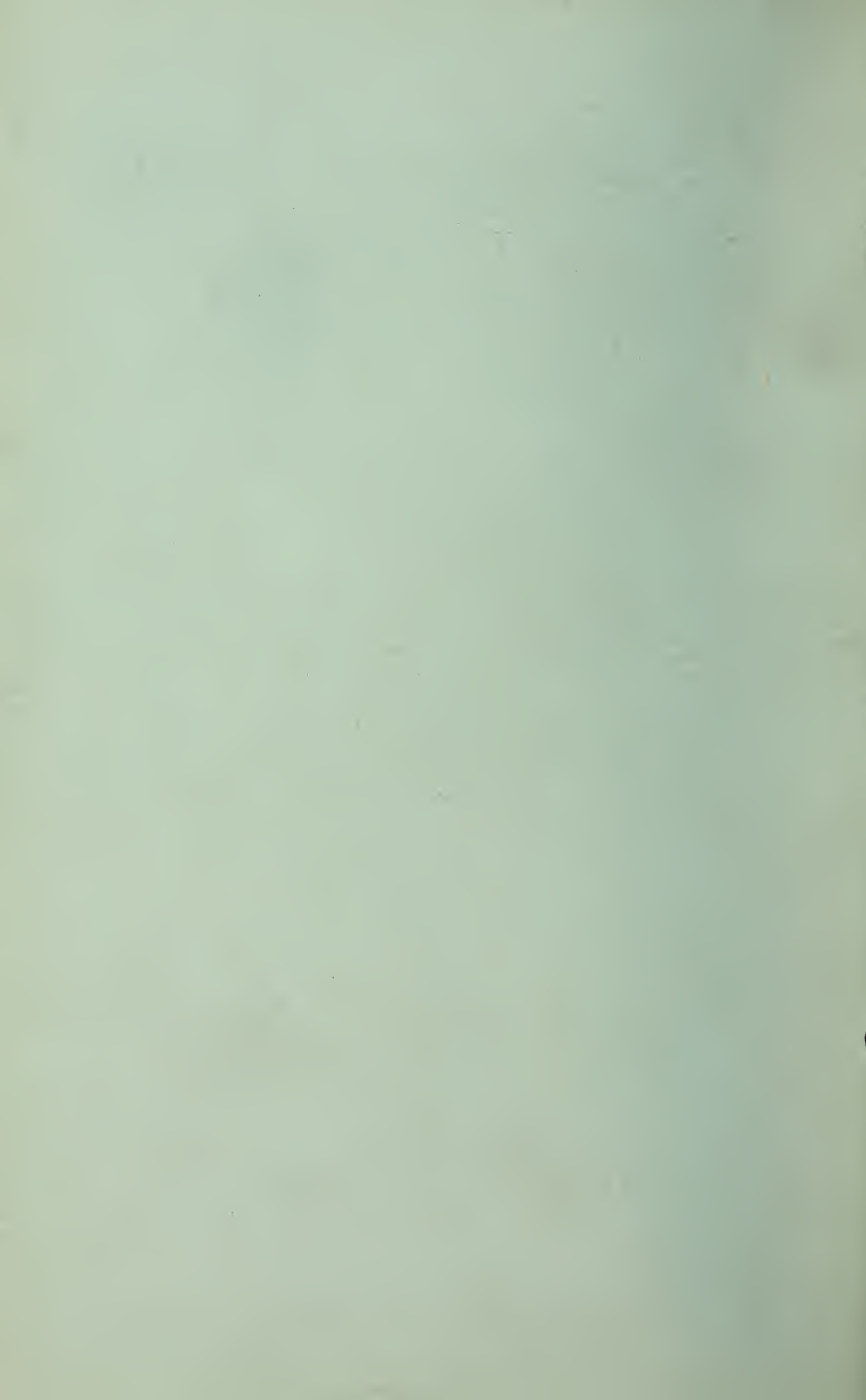
#### CONCLUSION.

Many of us, gentlemen, meet here to-day for the first time,

and meet as strangers. You will surely share with me the hope that at the close of a harmonious session we may all part from each other as friends—glad then to know that through the favor of God we have together done some faithful service to the noble State whose interests and whose honor have been entrusted to our care.







353.9  
C 76  
1889 Ja

LIBRARY  
OF THE  
UNIVERSITY OF MICHIGAN

# GOVERNOR'S MESSAGE

TO THE

## GENERAL ASSEMBLY

SESSION OF 1889



# MESSAGE

—•OF•—

HIS EXCELLENCY

MORGAN G. BULKELEY,

GOVERNOR OF CONNECTICUT

—•TO THE•—

GENERAL ASSEMBLY,

SESSION OF 1889.



HARTFORD, CONN.:

PRESS OF THE CASE, LOCKWOOD & BRAINARD COMPANY.

1889.



353,4  
-74  
1089 18

## MESSAGE.

---

*Mr. President and Gentlemen: —*

In the organization of the respective branches of this General Assembly in accordance with law, and the choice of the executive officers of the State, in obedience to the provisions of the constitution, on a failure by the people to elect as provided, you have completed the important preliminary work of this session and set in motion all the departments of the government for another biennial term. The power of election conferred upon and exercised by you was embodied in the constitution by its framers, and for seventy years has been the continued favored policy of the State. Deeply grateful for the honorable position to which your favor has assigned me, I enter upon the duties of the high office of executive with a deep sense of its responsibilities, with a single ambition, to serve our beloved commonwealth loyally and well, and animated by the single purpose, to emulate the honorable service of the long line of distinguished executives that have preceded me.

In obedience to the requirements of law, I shall present to you the condition of the several departments of the government, with such suggestions as seem to me for the well-being of the State.

### FINANCE.

The reports of the Treasurer, which will be submitted to you, cover the period of two years from June 30, 1886, to

June 30, 1888, and disclose a most satisfactory condition of the finances.

The receipts of the treasury from all sources, including balance on hand June 30, 1886, \$325,789.23, were:—

## RECEIPTS.

Year ending June 30, 1887,	-	-	\$2,662,777.19
Year ending June 30, 1888,	-	-	3,198,559.66
			<hr/>
			\$5,861,336.85

## EXPENDITURES.

Year ending June 30, 1887,	-	-	\$2,043,783.02
Year ending June 30, 1888,	-	-	2,962,069.99
			<hr/>
			\$5,005,853.01
Cash balance June 30, 1888,	-	-	-
			<hr/>
			\$855,483.84

Of this sum \$751,699.03 was applicable to the ordinary expenses or civil list fund; the balance consists of deposits with the Treasurer for the several purposes stated below.

## BALANCES BELONGING TO THE SEVERAL FUNDS.

Principal of the School Fund,	-	-	-	\$21,428.17
Interest of the School Fund,	-	-	-	47,749.38
Housatonic Railroad Company, Deposit of,	-	-	-	106.34
New Haven & Derby Railroad Company, Deposit of,	-	-	-	29.26
Principal of Agricultural College Fund,	-	-	-	7,500.00
Dorsey State Prison Fund,	-	-	-	1,666.66
Unclaimed Deposits from County Treasurers,	-	-	-	78.50
State Librarian,	-	-	-	1,798.62
Deposit by Receivers of Litchfield Bank,	-	-	-	145.30
Deposit by Receiver of Woodbury Bank,	-	-	-	118.60
Estate of Townsend Sayings Bank,	-	-	-	5,835.50
Principal of Town Deposit Fund,	-	-	-	17,328.48
				<hr/>
				\$103,784.81

The financial condition of the treasury justifies the policy of the last General Assembly in authorizing the funding of maturing indebtedness in bonds payable at the pleasure of the State. Such bonds found a ready market at a premium aggregating \$29,100.00. Since the date of the last report, bonds of this issue, to the amount of \$500,000.00, have been redeemed, and ample funds reserved to meet all the requirements of the treasury.

The balance of this optional issue of \$500,000.00 can undoubtedly be met without embarrassment to the treasury within a reasonably short period.

The bonded indebtedness, less cash on hand, civil list fund, was :

June 30, 1886, -	-	-	-	-	-	\$4,040,757.52
June 30, 1888, -	-	-	-	-	-	3,488,900.97
Debt reduced in two years, -	-	-	-	-	-	\$551,856.55

October 31, 1888, the gross bonded debt had been reduced by the payment heretofore referred to, and then amounted to \$3,740,600.00, redeemable as follows : —

Oct. 1, 1885, -	-	-	-	-	-	\$600.00
Jan. 1, 1903, -	-	-	-	-	-	500,000.00
Jan. 1, 1903, -	-	-	-	-	-	1,000,000.00
Oct. 1, 1910, -	-	-	-	-	-	1,740,000.00
Nov. 1, 1897, optional, -	-	-	-	-	-	500,000.00
						<hr/> \$3,740,600.00

Provision should in my judgment be made for the redemption of this debt at maturity, by the creation of a sinking fund from such surplus moneys as from time to time accumulate in the treasury in excess of the ordinary demands. Such a fund properly invested, with its yearly accretions, would gradually provide for this bonded indebtedness.

The revenues of the State are largely derived from the following sources : —

From the Insurance Commissioner,  
Avails of Courts and Bonds forfeited,  
State Tax from Towns,  
Military Commutation Tax,  
Tax on Savings Banks,  
Tax on Non-Resident Stock,  
Tax on Mutual Insurance Companies,  
Tax on Agents of Insurance Companies of other States.  
Corporate Franchise Tax,  
Tax on Railroads,  
Interests on deposits,  
Sundry and miscellaneous receipts.

The several recommendations of the Treasurer are entitled to your careful consideration, especially those relating to the prompt and proper distribution of funds deposited by the receivers of the Townsend Savings Bank without subjecting claimants to onerous regulation and expense, and also that some adequate provision be made to regulate by law places of deposit for the funds in the hands of the Treasurer, a proper and just relief to that official from an undue personal responsibility in the custody of the moneys of the State.

#### GRAND LIST.

The last grand list returned to the Comptroller, that of October, 1887, amounts to \$352,795,926.00, an increase over that of the previous year of \$3,070,153.00. This increase largely comes from the cities and more populous towns. The taxes collected and paid into the treasury during the year ending July, 1887, were \$698,355.22; July 1, 1888, \$437,157.23.

## ESTIMATES FOR APPROPRIATIONS.

As provided by law estimates for appropriations for the two fiscal years ending June 30, 1891, have been prepared by the Treasurer, and will be duly submitted for your approval. The estimated receipts for this biennial period are \$3,531,300.00, and for appropriations \$3,233,796.00. On account of large receipts from various sources, owing to the change in laws for the taxation of railroads and other corporations, the Treasurer believes that without embarrassment to the finances the rate of State taxation can be reduced to one mill, and has so estimated. This slight reduction is a step in the right direction, and a needed relief to our sparsely settled and strictly agricultural communities where population and values seem to have a downward tendency. It is my belief that with economic and judicious appropriations, the day is near at hand when this tax can be still further reduced and eventually eliminated entirely.

## SCHOOL FUND.

The School Fund now amounts to \$2,019,572.40, and is invested as follows :

BONDS AND MORTGAGES.					
In Connecticut,	-	-	-	-	\$1,267,857.26
In Massachusetts,	-	-	-	-	5,457.00
In Ohio,	-	-	-	-	350,100.00
In Indiana,	-	-	-	-	58,300.00
REAL ESTATE.					
Face value of Mortgages,	-	-	-	-	130,582.36
BANK STOCK.					
In thirteen Banks,	-	-	-	-	185,847.61
CASH.					
In hands of Treasurer,	-	-	-	-	21,428.17
					<hr/> \$2,019,572.40

The income distributed to the several towns during the year 1888 was \$116,199.00 on an enumeration of 154,932 children of school age, or 75 cents per capita. The natural increase in numbers of enumerated children will soon exhaust the entire income of the fund and necessitate a reduction of the per capita distribution. It was certainly the intent of the founders of this fund that it should be preserved intact, and appropriations to make good losses in investments have at stated times been made by the General Assembly; such losses, from the sale of foreclosed real estate, and on the stock of the Stafford National Bank, you will be asked to provide for. I fully agree with the Commissioner that, in accordance with constitutional provision, never as yet enforced, the value and amount of said fund shall be ascertained, and recorded in the Comptroller's office, as a proper foundation on which to base future appropriations to meet losses, and maintain the fund at its maximum amount.

#### EDUCATION.

The educational interests of the State are carefully watched and supervised by the State Board of Education. The great interest felt by the people in the proper education of the 154,932 children enumerated as of school age (from four to sixteen years), is best attested by the liberal financial provision for the support of the public schools. During the last fiscal year \$1,813,823.00 was raised and expended in their maintenance.

#### NORMAL SCHOOL.

The school building finished in 1883, and intended for a school of 150 pupils, already fails to furnish accommodations equal to the demands upon it. There are in attendance upon its instructions at the present time 265 pupils, and all avail-

able room is now in use. The demand for teachers properly trained is constantly increasing, and if the want is to be met, it must be from the graduates of the Normal School. Of the 218 who have graduated since 1883, 204 are employed in the schools of this State. Such reasonable demands as are made by the board for the extension of the work of the Normal School should receive your cordial approval and consideration.

#### NATIONAL GUARD.

The active militia of the State is composed of thirty-seven companies of infantry, two platoons of light artillery, and four machine-gun platoons, organized into four regiments, one battalion, and one battery, numbering 177 officers and 2,374 enlisted men, an increase in numbers of thirty-eight during the past year. I am pleased to report that in drill, discipline, and general equipment, the Connecticut brigade is not excelled by the troops of any other State. The maintenance of the brigade at its present high standard, involves a large expenditure which is cheerfully borne by the people. The annual commutation tax collected, substantially meets the ordinary maintenance of this branch of the public service. The brigade has recently been provided with new uniforms and armories are now owned by the State in all towns where two or more companies are located. No large expenditure will be required for such purposes, unless provision is made, by proper appropriation, for increasing the brigade to its maximum strength of forty companies. A special estimate with this end in view will accompany the annual report of the heads of the several military departments.

Objections are taken by friends of deceased soldiers to certain provisions of the act relating to the "burial of soldiers and sailors," and requests will be made for an amendment

thereto, which will relieve it from some of its odious provisions.

#### LABOR STATISTICS.

The duties of the Commissioner of Labor Statistics have been so faithfully performed, that the department has acquired the respect and confidence of the industrial and business classes, for whose benefit and information the bureau was organized. Through this confidence a large amount of statistical information has been secured, and the forthcoming report will furnish a broad foundation on which to harmonize and adjust many of the seeming differences between capital and labor. The proper and extended distribution of the reports of this department, in excess of the number now provided for, will in the judgment of the Commissioner, add greatly to its usefulness, and should, in my opinion, be willingly provided for.

#### STATE CHARITIES.

Connecticut has endeavored to provide with a liberal hand in all matters of her charitable and humanitarian work, making ample provision for the insane, the imbecile, the deaf and dumb, and her patriotic disabled war veterans.

#### CONNECTICUT HOSPITAL FOR INSANE.

On the 30th of June last there were confined in the Hospital at Middletown 1,292 patients. The buildings and accommodations are taxed to their full capacity, and steps should be taken at an early day to provide additional room either at Middletown or some other locality. The policy of increasing the numbers under one supervision is of doubtful propriety. During the year the trustees have been enabled

to make some needed permanent improvement from the income of the institution, and all ordinary expenses of the Hospital have been met out of moneys received for the support of patients, leaving a considerable cash fund in the hands of the treasurer for like purposes, as the wants of the institution may require.

#### FITCH'S SOLDIERS' HOME.

The home at Noroton meets a legitimate want, in a suitable provision by the State, within her own boundaries, for her sick and disabled veterans. Nearly two hundred are now accommodated. The buildings and grounds are being rapidly improved. Appropriations already provided will, for the present at least, furnish the means for such necessary work. By a recent enactment of Congress, an annual appropriation of \$100 has been granted for each disabled soldier cared for by the State in a home of this character. This appropriation will largely reduce the cost of maintenance to the State, although not covering the legitimate expense incurred. A considerable number of patients heretofore treated and cared for in the various hospitals of the State, are provided with a home and proper care here, with a large saving of expense to the State.

#### STATE PRISON.

The improvements ordered by your predecessors upon the State Prison at Wethersfield have been substantially completed, within the limit of the appropriation provided. The prison accommodations for the criminal classes are modern in their character, and equal to the wants of the State for many years. The directors believe, and will so advise you, that it is an almost absolute necessity that the present work-

shops be replaced. Erected more than fifty years ago, they are now inadequate and unfitted for the wants of the prison. An appropriation of about twenty-five thousand dollars will be required for this purpose if the recommendation meets with your approval.

Legislation was asked and granted two years ago for the protection of the public against the incorrigible or habitual criminal classes, by lengthened or permanent terms of imprisonment. Such amendment thereto as may be desirable in the light of experience for the greater safety of the public should be enacted, and the request for such legislation will be renewed.

#### STATE REFORM SCHOOL.

The report of the Trustees of the State Reform School presents an intelligent account of the work of that institution the past year. The views of the gentlemen who supervise and the superintendent who has immediate charge of a reformatory of this character are entitled to and should receive careful consideration; and I commend their suggestions, especially that portion of their report relating to the education of the boys in some useful trade, which they can follow after their discharge from the school. No special appropriation is asked for this purpose, but it is suggested that the money received for land damages (eight thousand dollars) be returned to the trustees for refitting the main building for such a use.

The number of inmates at the date of report was 427, and there have been received since the school was organized 4417.

#### INDUSTRIAL SCHOOL FOR GIRLS.

The number of inmates of this institution at the date of the last annual report was 212. The whole number admitted

since its foundation is 789, representing one hundred and nineteen different towns. The philanthropic founders of this school, in its present success and its promise for the future, are reaping a rich reward. This school should continue to receive from the State such reasonable and needed appropriations as are required for its maintenance.

### JUDICIARY.

An absolute necessity seems to exist for some adequate provision for the filling of vacancies that may from time to time occur among the judges of the higher courts, during a recess of the legislature, by reason of death, resignation, or continued disability. Our courts, as now constituted, when fully equipped, require constant service to speedily meet the requirements of the people in the trial of causes. The resignation of a Judge of the Superior Court shortly after the adjournment of the last General Assembly developed this necessity, and also that no power existed outside of the legislature to meet the emergency thus created. In the interest of the people I would recommend that either a moderate increase of the number of judges be authorized, or that by proper amendment of the constitution the power to fill vacancies that may occur during a recess of the legislature be vested in the executive, subject to confirmation by the Assembly at its next session after such appointment.

In this connection I venture to renew a recommendation of one of my distinguished predecessors, that long and faithful service to the State is entitled to recognition and reward. As a measure well calculated to draw from the honors and emoluments of the legal profession those best equipped for the laborious service of the bench, due provision should be made that every Judge of the Supreme Court of Errors or of

the Superior Court who shall cease to be Judge by arriving at the age of seventy years, or who shall be retired by reason of disability, which should be provided for, after having served two full terms shall receive annually after such retirement, during life, such reasonable and just compensation as it may be your pleasure to grant. I believe this to be right in principle and a guarantee and provision for advancing years to which such service is entitled.

#### ATTORNEY-GENERAL.

I am satisfied, in the interest of good government, that the several departments of the State, in the discharge of their duties, and the interpretation of the laws they are called upon to execute, are entitled to the advice and official opinion of an authorized public officer. Such opinions as are now secured at the pleasure of the departments, have no special official significance on which to base official action. An Attorney-General or Solicitor of the State, appointed in such manner as you may direct, or elected by the people, as in many States, would provide for a long felt want, without increased expense for legal service.

#### THE BALLOT.

The policy and tradition of the State, in all its legislation, has been, and in the statutes, as they now exist, is to provide that every elector shall be permitted the exercise of the sacred right of the elective franchise, free from the control and knowledge of others, as to his individual action or choice. The present provisions of the law fail, in the minds of many, to provide that absolute secrecy necessary for the fullest and freest exercise of the franchise,—renewed demands have been made to successive legislatures for relief, in the belief that

such legislation as was asked would tend greatly to the welfare of the State, in the purity of its elections, and provide against imaginary or possible intimidation of the voter. Such measures as have been presented from time to time, have failed to receive approval, after careful examination, as too cumbrous in their execution, or unsuited to the wants of the intelligent people of the state. I would advise, however, that this subject should again receive the thoughtful consideration of the General Assembly, and that some law, simple in its character, and at the same time effective in its operation, be enacted for the protection and secrecy of the ballot. The systems proposed, to which my attention has been attracted, as suggested and enacted in other States, seem too extensive in their provisions, and involve unnecessary delays to the elector, and large expense to the public without compensating security.

As an additional advance toward honest elections, I would suggest a modification of the registration laws now in force, and that in the larger and more populous towns and cities, a personal registration be required. It is clearly the intent of laws now in force, to require ordinary intelligence or an educational qualification, as a prerequisite to admission to the privileges of an elector. The rigid enforcement of such a law is as essential as the law itself, in order that the obligations of the freeman's oath may be intelligently observed. Such a law should be uniform in its interpretation, throughout the State, and not, as now, subject to the caprice or action of partisan political boards. If the present statutes were so amended as to require the reading of the constitution or statutes, in the language in which they are ordinarily published by the State, and commonly spoken by a large majority of our citizens, it would be clearly in the line of intelligent

progressive legislation. Such legislation as you may adopt, to dignify and purify the atmosphere that surrounds our elective system, will receive my most hearty support and approval.

#### CORPORATIONS.

The corporate interests of the State supervised by state commissioners, are the railroads, insurance companies, banks, savings banks, and investment corporations.

#### RAILROADS.

The railroads of the State are largely concentrated, either by ownership or long lease, in the New York, New Haven & Hartford and New York & New England companies, and represent an aggregate capital stock of \$63,213,608.34, and a funded and other indebtedness of \$36,521,007.02. The number of miles of road within the limits of the State is 990; the number of passengers transported during the year, 22,972,666, and the tons of freight carried, 7,729,549. The growth and development of the business of these roads during the period of ten years from 1879, has taxed their capacity to accommodate the demands upon them for speedy and safe transportation of both passengers and freight. Measures are in progress for improving and extending the facilities of these roads, which have almost ceased to be local in their character, and have become in their connection with other systems highways of communication for the whole country.

You will be called upon at this session for legislation which will permanently determine the policy of the State regarding the concentration and consolidation of the capital and management of its railroad corporations. Such concessions in this direction as may, in your wisdom, be prop-

erly granted should be surrounded by such wise provisions of law and limitations of power as will give adequate protection to the people, and preserve the corporations themselves from the growing prejudices and jealousies created by large aggregated capital.

#### GRADE CROSSINGS.

The rapid increase in the number and speed of trains, demands as a matter of public safety and convenience, that all crossings at grade of highways should eventually be abolished. The present laws to secure this end seemed reasonably satisfactory when enforced in isolated cases, involving limited expense, but their practical enforcement in the efforts of the railroads to abolish such crossings on an extended scale, has resulted in litigation and delays, and created a belief that the burden of expense is unjustly divided between the railroad and the communities in which such crossings are located.

The findings of the Commissioners in the various cases in which they have rendered decisions, and such decisions have very generally been sustained by the courts on appeal, have thrown the burden of cost largely on the roads. In sixty-one cases, covering their report, the expense apportioned to twenty-two towns was \$49,195.00, and to the railroads \$394,433.00. If the law requires modification, it should be made, with due regard to the rights of the people as well as free from prejudice toward the corporation, or corporate privileges which have been granted by the General Assembly, and under which the railroad systems of the State have contributed their reasonable share toward its growth and prosperity. The removal of these crossings involves not only great expense, but in the larger and

more populous cities and towns, serious questions of engineering skill, destruction or damage to property, and public convenience, results reached by concession and compromise between the varied interests will generally prove more satisfactory than the arbitrary decision of a court or commission made under the strict interpretation of a general law, and such a course has in many cases been followed with the approval of the Commissioners.

#### SAVINGS BANKS.

The number of savings banks reporting to and under the supervision of the Bank Commissioners is eighty-five, with deposits of \$105,850,078.95 and aggregate assets of \$111,816,975.58, an increase of deposits during the past year of \$3,660,144.23. The number of depositors is 287,776, an increase of 9,361 during the same period. These institutions are reported as in sound financial condition. During the year the Willimantic Savings Institution, by reason of bad or doubtful investments, was obliged to scale its deposits as a measure of security and future stability. The custody and investment of trust funds, in a large measure the hard-earned savings of the industrial classes, should be most zealously guarded. Such legislation as is recommended by the Commissioners would be an advance in the right direction. The right to discriminate in rates of interest between large and small depositors, now discretionary, should be made compulsory — a sure discouragement to large depositors whose ability to accumulate should carry with it a reasonable ability to care for and invest their own savings. Special deposits in these institutions, subject to check at sight, should be forbidden by law; other banking facilities, both State and National, are reasonably convenient and accessible to most

communities requiring such business facilities. I cannot believe that loans upon personal security alone, are legitimate investments for trust funds, and such loans should be limited to a very moderate amount, or better still, be forbidden entirely. Loans upon approved collaterals, real estate security, or investments in stocks and bonds, though yielding less income, furnish a safer and more reliable asset. I am well aware that it is difficult to throw the safeguard of the law around all matters of investment of trust funds, but so long as the State, through legislation, aims to protect and guard such trusts, let it be done intelligently and courageously. Additional legislation is found to be necessary to provide against and prevent fraudulent entries upon the books of savings banks, by officers or employees, with intent to deceive the Commissioners, or for any other purpose.

#### STATE BANKS AND TRUST COMPANIES.

Sixteen banks and trust companies, with aggregate capitals of \$3,426,000.00 and assets of more than \$11,000,000.00 represent the banking institutions incorporated under State authority. All are reported in sound condition.

#### INVESTMENT COMPANIES.

Ten Connecticut companies and fifty-six of other States are authorized to transact business in this State, with capitals:

State Companies,	. . . . .	\$ 4,111,170.00
Foreign Companies,	. . . . .	12,685,510.00
		<hr/>
		\$16,796,680.00
and with liabilities for Debenture Bonds issued,		\$22,799,719.00
Guaranteed Loans,	. . . . .	64,122,039.57
		<hr/>
		\$86,921,758.57

These foreign corporations are permitted, through their charters, or the laws of the States in which organized, not only to dispose of and deal in real estate securities, but also to issue their own debentures, based on such security as they may elect, usually bonds and mortgages, to any amount which an investing and confiding public will absorb. Under the semi-supervision and endorsement of this State, through reports and such examination as your Commissioners are required by law to make, large amounts of capital are being absorbed from year to year. So far as I am informed, no standard of solvency or security has been devised, by which stability can be accounted or guaranteed. The endorsement here given them, in the manner indicated, is not sought or obtained in other States, and if continued here, such institutions should contribute in some equitable way to the revenues of the State for the privileges which they enjoy. Through these sources of investment, and a misconception or misconception of the law, large amounts of taxable properties are annually found missing from the grand list, the State and towns deprived of their just revenue, and the investors in home securities, and industries on whom the State must depend for its growth and prosperity, burdened with an increased and unjust measure of taxation.

#### INSURANCE.

The annual report of the Insurance Commissioner exhibits in detail the condition of the various corporations transacting business in this State.

Ten fire and six life companies, chartered by the State, and eighty-six fire, and twenty-one life companies, organized in other States and foreign countries, are transacting business under the supervision of this department. The vast

accumulations in the hands of these corporations — life, \$558,370,947.00 ; fire, \$175,839,027.31 ; — attest the confidence of the people in these great beneficent institutions.

Sixteen mutual fire companies are also organized under State charters. The present laws are well adapted to secure the sound management of these institutions, but any suggestions from the Superintendent tending to promote the development and security of these great trusts, should receive your thoughtful consideration and action.

#### STATE BOARD OF HEALTH.

The eleventh annual report of this Board presents in detail the work accomplished the past year. It contains valuable suggestions for the improvement of the sanitary condition of the State. The death rate, as estimated, compares favorably with that of other, and adjoining, States, being between seventeen and eighteen per 1,000 inhabitants.

#### VITAL STATISTICS.

The number of births during the year was 16,583, deaths 12,385. Great improvement has been secured in enforcing the laws for the registration of births, deaths, and marriages. The importance of this work cannot be overestimated, when it is considered that upon the correctness of such registration depends wholly the value of the statistics furnished from year to year. The estimated population of the State, based upon returns from the different towns, for the year 1887, was 727,276.

#### CONSTITUTIONAL AMENDMENT.

The last General Assembly proposed, and ordered published with the laws, an amendment to the constitution, prohibiting the manufacture or sale of intoxicating liquors,

except for certain specified purposes. This amendment will come before you for consideration and action. With your approval in accordance with the provisions of the constitution, it will further require the ratification of the people, before becoming a part of the fundamental law of the State. It is for you to decide, if wise public policy demands such a change in the laws of the State, heretofore restrictive and controlling in their character, rather than prohibitory. Under existing laws, delegating to the towns the power to control in matter of license, practical prohibition may exist, wherever public sentiment, as evidenced by the voice of the people in their vote, will sustain or demand it, and in nearly one-half the towns in the State such a sentiment prevails.

#### STATE SURVEY.

My attention has been called to the fact, that the State has never secured an official and accurate topographical survey and map of the State, and that a favorable opportunity now exists through the co-operation of the general government, to secure such a survey and map at a moderate expense. You will be asked to give this subject your serious consideration. Adjoining States have taken advantage of the work of the United States Geological Survey, and in Massachusetts and Rhode Island the field work of the surveys are completed. The desirability of securing an accurate map of the State cannot, I think, for a moment be doubted.

#### BOUNDARIES.

The Commissioners appointed under direction of the last General Assembly, to fix the river boundaries between Connecticut and Rhode Island, have not, as yet, completed their work. Surveys have been made, and it is hoped that some

satisfactory conclusion will be reached in time to report to this Assembly.

#### PUTNAM'S WINTER QUARTERS.

The committee appointed to erect a suitable memorial on the Putnam Winter Quarters in the town of Redding have completed their work, and a granite monument, with appropriate inscriptions, now marks the ground on which Putnam's division of the Continental army passed the winter of 1777-78. Through the generosity of two citizens of this State, thirty-three acres of land, embracing the entire campgrounds, have been presented to the State, on the one condition "that they shall ever be held as a memorial ground." The committee recommend the acceptance of these grounds on the conditions proposed, and that you make proper provision for their care and maintenance.

#### PUTNAM MONUMENT.

On the 14th of June, 1888, the equestrian statue of General Israel Putnam was unveiled, in the town of Brooklyn, with imposing ceremonies, and the work of the commission having the matter in charge completed, in officially entrusting this appropriate memorial to the future care and custody of the State.

#### CONNECTICUT'S CONSTITUTION.

I have been requested by the officers of the Connecticut Historical Society to call your attention to the near approach of the Two Hundred and Fiftieth anniversary of the framing of the first Constitution, and the foundation of the Colony of Connecticut, January 24, 1639. It is proposed by this Historical Society to recognize the day by simple but appropriate literary and historical exercises, in which you will be invited to participate. It seems eminently proper that a day so historic, marking the foundation of a

free government by the people, should not be permitted to pass unnoticed and forgotten, in these anniversary days, recalling the memories and history of the earlier days of the State and Nation.

#### CENTENNIAL.

It is proposed to celebrate the Centennial Anniversary of the inauguration of Washington as the first President of the United States, in New York City on the 30th of April next. The preliminary work of the committee having the arrangements in charge justify the belief that this will be an historic occasion, and one worthy of the object which it seeks to commemorate. Connecticut filled an important part, through her worthy representatives, in the framing of the constitution and the formation of the federal Union, and it is meet that on this commemorative occasion the State should also be worthily represented. A commission has been appointed on behalf of Connecticut, by the Governor, to coöperate in the preliminary labors. It is your privilege to determine and to provide, by needed appropriation, for such a representation at this historic centennial as will be worthy of this commonwealth.

#### CONCLUSION.

The work of the session is now before you. As the chosen representatives of the people, it will be without honor if you fail, in your legislation, to contribute something to the future welfare and prosperity of the State. With an humble trust in a Divine Providence, that guided wisely the fathers in the foundation of this government, let us, through our labors here, strive to perpetuate and transmit to our successors the precious heritage entrusted to our keeping.

MORGAN G. BULKELEY.





353.9  
C76  
1893 Ja

UP THE  
UNIVERSITY OF MARYLAND

# GOVERNOR'S MESSAGE

TO THE

GENERAL ASSEMBLY,

JANUARY SESSION,

1893.



# MESSAGE

OF

HIS EXCELLENCY

LUZON B. MORRIS,

GOVERNOR OF CONNECTICUT

TO THE

GENERAL ASSEMBLY,

JANUARY SESSION, 1893.



HARTFORD, CONN.:

The Case, Lockwood & Brainard Company, Printers.

1893.



## State of Connecticut.

---

### MESSAGE.

---

*Gentlemen of the General Assembly :*

In a State that has existed for so many years, and has had so many General Assemblies to make its laws, it would seem at first thought that its laws must be nearly perfect, and that very little legislation remained to be done. But when we consider the great changes that have taken place during the present century in the methods of doing business, the manner of travel, the occupations of the people, and their ways of living, we find the need of new legislation, for new laws, and for amendments of the old laws, which in their day were adapted to the wants of the people, but which, by reason of the great changes which have taken place, have become either obsolete or unsuitable for the present time. In the early part of this century the occupations of the people of Connecticut were principally agricultural. Whatever manufacturing was done was for local needs. Steam as a motive power was undeveloped; electricity as a means of communication was unknown. So far as public conveyances were concerned, sailing vessels upon the navigable waters and stage coachēs upon the highways answered the purposes of the people. But with the introduction of steam and electricity the methods and

occupations of the people have greatly changed. Instead of being an agricultural people the inhabitants of the State have become engaged in manufacturing. Formerly business was conducted for the most part by individuals or by small partnerships, and the market for produce raised and goods manufactured was strictly a home market. Now business is done by large corporations, and the market for goods manufactured has extended over the world. These great changes in the manner of doing business have called for alterations in our laws, and still call for further legislation. It becomes an important duty for you to consider these changes, and to so legislate as to meet the present requirements of the people.

In this connection, I call your special attention to the great need of a constitutional convention to revise the organic law of this State. We are living under a Constitution which was adopted during the stage-coach era, when the people were generally engaged in agriculture, and the population of the State was much more evenly distributed among the several towns than at present. Their wants were similar, and the Constitution when adopted was suitable for their condition at that time. With the changes in pursuits and methods of business there has arisen great inequality in the population of the several towns. In some the population has decreased, in others it has largely increased, and different interests have arisen, so that the representation given to the several towns when the Constitution was adopted, and which was then substantially equal and just, has become very unequal and unjust. To illustrate this, if we refer to the population of the several

towns of this State, as shown by the census of 1890, we shall find that towns having less than one-seventh part of the population of the State elect a majority of the House of Representatives, and therefore have more political power than the remaining six-sevenths. The mere statement of this fact alone would seem to be enough to prove the need of a constitutional revision. But, if argument is needed, let us briefly notice the evils which result from this unequal representation.

By Article II of the Constitution the powers of the government are divided into three distinct departments: the legislative, the executive, and the judicial. But by examination we shall find that all these departments have become, to a great extent, merged in one, to wit, the legislative; where, as we have shown, the House of Representatives is controlled by members who represent less than one-seventh part the population of the State. As to the executive department, the Constitution provides that the State officers, in order to be elected by the people, must have a majority over all opposing candidates, and failing in this, the election of the State officers—the executive department—goes to the legislative department, where, as we have shown, a majority of the House is elected by less than one-seventh part of the people of the State. At the present time, when there are so many parties in the field, the probabilities are that the people will not give any one candidate a majority over all, and that the election of the executive department will devolve upon the legislative department; and by actual experience in this State we know that such is generally the result, and that, in fact, the ex-

ecutive department has become largely vested in and dependent upon the legislative department.

Now, with the legislative department constituted as we have shown, and with the executive department elected by the legislative department, let us examine the judicial department. The constitution provides that judges of our higher courts shall be nominated by the Governor, and appointed by the General Assembly, that is, the legislative department. Thus we see that with a Governor elected by the legislative department, members of the judicial department are nominated by him, and are appointed by the same legislative department. Thus, to a great extent, we find that under our defective Constitution the three departments of government are merged in one—the legislative department. The framers of the original Constitution did not intend this, but intended that the three departments should be kept separate. This condition of things has arisen through the patchwork of amendments that has been attached to the original Constitution, and through the changes in population and pursuits of the people.

In speaking of the legislative department, I have alluded more particularly to the House of Representatives. The Senate is but little, if any, better, so far as popular representation is concerned, although it was intended by the framers of the Constitution to be more closely based upon population than the House. But the provisions of the Constitution to the effect that no town shall be divided in forming Senatorial districts, and that every county shall have at least two Senatorial districts, have made the Senate anything but a body based upon popular representation, and

we see to-day that there are two counties having four Senators, and one town with a population 30 per cent. greater than these two counties which has but one Senator. These defects in the Constitution cannot be remedied by amendments. Twenty-eight amendments to the Constitution have already been adopted, with the effect of making that instrument obscure, ambiguous, and uncertain. We find it necessary as often as once in ten years to have a revision of our statutes, in order that the laws may be made intelligible. But the Constitution, with its various amendments adopted during the last seventy-four years, has not been revised.

If we are to retain popular government in Connecticut the Constitution should be so changed that the votes of the people as cast on election day should have their full effect. It is seldom that the executive officers of this State are those who have received a plurality of the people's votes. In forty of the forty-four States of the Union a plurality vote elects the State officers. In every State admitted into the Union during the present century a plurality vote elects. In this State the plurality vote elects the Presidential electors, members of Congress, State Senators and Representatives, sheriffs, and judges of probate. No good reason can be shown why the executive officers of the State should not be elected by a plurality vote. In no other way can the votes of the people be given their full effect. The law, as it is, habitually works injustice. A law that habitually works injustice cannot be respected. It may be obeyed because it is a law, but the whole moral effect of the law is lost when it cannot be respected as well as

obeyed. I trust, therefore, that this General Assembly will pass an act calling a constitutional convention, for the purpose of revising and adapting the Constitution of this State to the present wants of the people.

I would call your attention to our present method of appointing county commissioners by the Legislature. The duties of these commissioners are confined to their respective counties. Great powers are given them in the management of the affairs of the county, and in contracting debts which the people of the county have to pay. Selectmen, who have charge of the affairs of the town, are elected by the people of that town. I can see no good reason why county commissioners should not be elected by the people of their respective counties. Sheriffs of the several counties are so elected, and the people have a greater interest in the selection of persons for commissioners than for sheriffs. The present method of appointing them by the Legislature, where persons from other parts of the State who have no interest in or responsibility for the acts of commissioners in any other county than their own, have the power to appoint commissioners for other counties, is unjust and wholly inconsistent with the principle of "home rule." Formerly justices of the peace, sheriffs, and judges of probate were appointed by the Legislature, but this method has long since been abandoned, and, with the exception of county commissioners, officers whose duties are local are now elected by the people.

By our laws relative to the sale of spirituous liquors, the power of issuing licenses is given to the county commissioners. There is no appeal from their decisions. This

gives them an absolute power over the occupations of a large number of people, by which, if they are so disposed, they can deprive them of the means of supporting their families. Such a power is liable to abuse in the hands of unscrupulous persons, and especially when, at an approaching election, partisanship is in the ascendant. I would, therefore, recommend that in passing a law providing for the election of county commissioners by the people, provision should be made for minority representation. The power given to county commissioners is too absolute to be trusted entirely in the hands of any one party.

At the session of the General Assembly in 1889 an act was passed concerning elections, known as the "secret ballot act." This law, while working beneficially in many respects, has upon trial been found to be defective, and there is need of further legislation to remove some of the technicalities of the law; to simplify it, so that persons of ordinary intelligence can readily understand its provisions.

In a republican form of government, where the vote of one man equals the vote of another, the elective franchise is a matter of the greatest importance to each individual citizen, and the purity of the same lies at the very foundation of good government. If one man uses his vote corruptly, it offsets and neutralizes the vote of another who has honestly endeavored to perform his duty as a citizen; consequently the welfare of the State requires that the elective franchise should be used only in the interest of good government. If a man is so debased that he is willing to sell his vote, he certainly is unfit to exercise the elective franchise; and upon conviction of such an

offense, why should he not be disfranchised? The man who purchases the vote of another is equally an enemy of good government, and should, upon conviction, be liable to the same penalty. I press this matter upon your attention. We are living in an age when great fortunes are possessed by a few persons, many of whom are willing to purchase with their money positions to which they could not otherwise be elected; and, on the other hand, there are those who are willing to use their elective franchise for purposes of pecuniary gain. Herein lies great danger to good government, and there should be a law that would disfranchise a man who sells or buys a vote.

Our courts, that construe the law and pass upon the different causes brought before them, watch with jealous care all improper influences that are brought to bear upon the judges or jury. Any person who should attempt to approach a judge or juryman secretly, in order to influence him in the discharge of his duty, would be deemed guilty of an offense. Why should not the same watchful care be exercised by the members of the Legislature who make our laws? The Legislature is the source whence our laws come, and if the source is impure it follows that the laws coming therefrom will be impure. The influences that are often brought to bear upon members of the Legislature to procure the passage of certain laws would not be tolerated in any court of justice. Why should they be tolerated in the body that makes the laws? There should be some legislation to prevent any undue approach to any member of the Legislature in the performance of his duty. This need not interfere with the full discussion of any matter pending

before the Legislature, through the public press, nor with any printed matter distributed generally to all the members, nor with any public hearings before committees of the General Assembly; for if anything which is erroneous is there stated, there is an opportunity to reply or to explain. But the custom, which has become too prevalent, of employing persons not members of the Legislature to use their influence with members privately, in order to secure their support for any matter pending before the Legislature, should be deemed as great an offense as if the same influence were brought to bear upon a court or jury. This is a growing evil, and the good name and welfare of the State require that you should so legislate as to prevent this as far as possible.

At the General Assembly of 1889 an act was passed providing that any person may take or send to the office of the Treasurer of this State any bond, note, or other chose in action, and may pay a State tax thereon, etc. Why would it not be better to allow a person to make duplicate lists of such bonds and choses, describing the same so that they could be easily identified, make oath to the same, and send such lists to the Treasurer of the State, the Treasurer upon payment of the tax, keeping one copy on file in his office, and receipting the other and returning it to the person making it, as an evidence of the payment of the tax? The present method, requiring bonds and choses to be taken to the office of the Treasurer, is very objectionable. Trustees of estates, who may be under heavy bonds for the safety of their trusts, are obliged to carry large amounts of bonds to the office of the Treasurer from distant parts of

the State, and oftentimes to leave them for many days before they can be stamped and returned. The Treasurer could not be held responsible in case of the loss of bonds, and he has no suitable place in which to keep so large an amount. The transportation of such large amounts of bonds from place to place offers a great opportunity for robbery to be committed. I have reason to believe that many more bonds and choses would be returned for taxation if it were not for the present objectionable requirement for the presentation of the bonds to be stamped. There is no more trouble in making a list of bonds for taxation than in making a list of cattle and horses; and no more need of stamping upon the bonds the evidence that the tax is paid than there would be of stamping such evidence upon the horns of cattle or the hoofs of horses. Ought not the tax collected by the State Treasurer on such bonds and choses to be refunded, wholly or in part, to the towns where the owners of the same reside? They are properly taxable there, and the towns should have the benefit of the taxes collected on them. In many of the towns the grand lists are decreasing while their taxes are increasing, and they need all the money received from taxation which legitimately belongs to them. Heretofore these bonds and choses have to a certain extent been withheld from taxation; the present system of taxing them has been successful in bringing them forth for that purpose, and with the change I have suggested I think many more would be presented.

I call your attention to the necessity for further legislation in regard to grade-crossings of railroads with high-

ways. The number of deaths at these crossings has become alarming. It is an increasing danger, for the reason that the demands of business require more frequent trains and greater speed. The danger has arisen entirely from the construction of the railroads, and the expense of removing the grade-crossings should be borne by the railroad corporations, at least to the extent of all highways that were in existence at the time the railroads were built. As to the highways laid out after the railroads were built, the expense of removing the grade-crossings might be apportioned between the railroads and towns by the railroad commissioners. In any event, the danger to human life at these grade-crossings should be removed, and there should be some legislation to bring about such a result more rapidly.

Commissioners have been appointed by the States of New York, New Jersey, Pennsylvania, Massachusetts, Delaware, Georgia, Mississippi, and Michigan, for the purpose of promoting uniformity of legislation throughout the United States. It would be a great convenience to the people if the laws relative to the execution of deeds, wills, and other conveyances; laws relative to descent, distribution, domicile, marriage, and divorce, probate of wills, insolvency, and some others could be uniform in all the States. I would recommend that three commissioners be appointed by Connecticut to join with the commissioners appointed by other States for the purpose of accomplishing this very desirable object.

I call your attention to the fact that no legislation has been had relative to the World's Fair at Chicago. The

people of this State are largely interested in the Fair, and the importance to them of making a successful exhibit of their goods, wares, etc., is very great. There should be an appropriation made to defray the expense of the Connecticut exhibit. Whatever has been done thus far has been done by a voluntary association, through want of legislation, and trusting that when the Legislature should meet their action would be indorsed.

By the General Assembly of 1889 an act was passed providing for a topographical survey and map of this State. I am informed that this work has substantially been completed. In the act providing for this no provision was made for printing and distributing copies of the map. It is apparent that copies of this map should be printed and distributed so as to be accessible, and that an appropriation should be made for that purpose.

I am informed by the trustee under the will of Philip Marett, late of New Haven, deceased, that he has in his possession a fund amounting to over \$70,000, bequeathed by said will to the State of Connecticut "in trust," the income to be applied towards the maintenance of an institution for the care or relief of idiots, imbeciles, and feeble-minded persons. He tells me that he has offered to pay this to the Treasurer of the State, but that the Treasurer declined to receive it, doubting his authority to take it and thereby bind the State to the performance of the conditions of the trust. I recommend that you take this matter into consideration and enact such legislation relative thereto as may be for the public welfare.

The direct tax paid by this State to the United States

Government during the late war, amounting to about \$261,000, and which Congress has voted to refund, is now ready to be repaid as soon as some person is authorized by the Legislature to receive and receipt for the same, pursuant to the act of Congress.

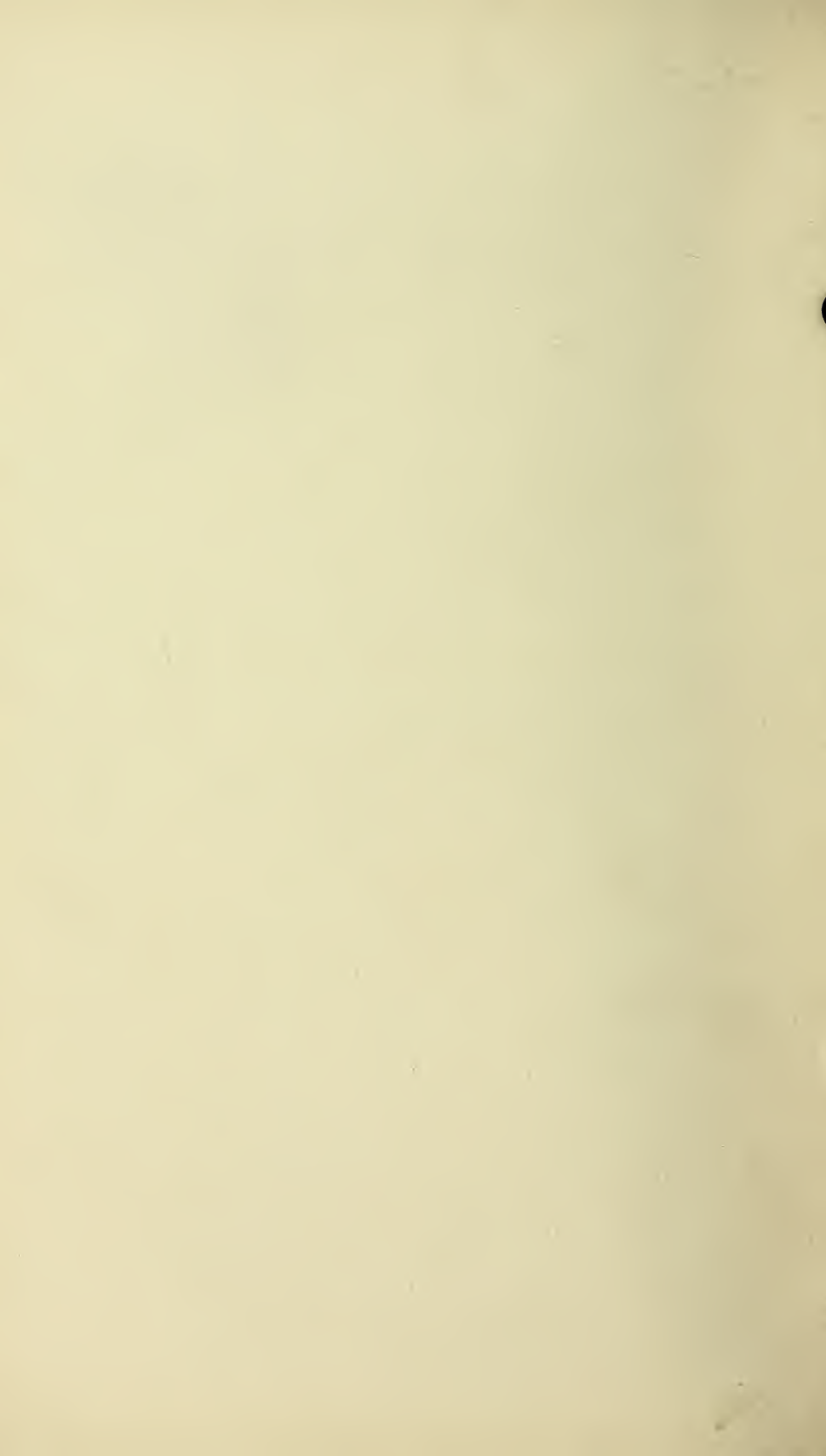
Gentlemen, I have called your attention to such subjects for legislation as, in my judgment, more especially need your attention. During the session you will have laid before you the reports of various commissioners and the directors of certain institutions, and I request you to examine the same and to enact such further legislation relative thereto as the welfare of the State may require.

LUZON B. MORRIS,

*Governor.*







353.9  
C 76  
1895-Ja.

OFFICE  
OF THE  
DEPARTMENT OF THE  
LEGISLATIVE

# MESSAGE

—OF—

HIS EXCELLENCY

O. VINCENT COFFIN,

GOVERNOR OF CONNECTICUT,

—TO THE—

GENERAL ASSEMBLY,

JANUARY SESSION, 1895.

---

MIDDLETOWN, CONN.:  
PELTON & KING, PRINTERS AND BOOKBINDERS.  
1895.



MESSAGE,

—OF—

HIS EXCELLENCY

O. VINCENT COFFIN,

GOVERNOR OF CONNECTICUT,

—TO THE—

GENERAL ASSEMBLY,

JANUARY SESSION, 1895.

---

MIDDLETOWN, CONN.:  
PELTON & KING, PRINTERS AND BOOKBINDERS.  
1895.



353.9  
C76  
1495 Ja

STATE OF CONNECTICUT.

## GOVERNOR'S MESSAGE.

*Mr. President and Members of the General Assembly:*

In directing as to what duties the Governor shall discharge, the Constitution of Connecticut, Article Fourth, Section 8, provides as follows:

“He shall, from time to time, give to the General Assembly information of the state of the Government, and recommend to their consideration such measures as he shall deem expedient.”

In accordance with this requirement of the Constitution, I have the honor of submitting for such attention and action as you may deem timely and appropriate, the facts and suggestions which follow:

### FINANCE.

The report of the Treasurer, covering two years, from September 30th, 1892, to September 30th, 1894, indicates as follows:

RECEIPTS.

Cash on hand September 30, 1892,	-	-	-	-	\$924,417 44
Received during the year ending Sep- tember 30, 1893, - - -	-	-	-	-	\$2,290,952 26
Received during the year ending Sep- tember 30, 1894, - - -	-	-	-	-	1,912,138 52
					<hr/>
					\$4,203,090 78
Total, - - - - -	-	-	-	-	\$5,127,508 22

The receipts of the year ending September 30, 1893, included the sum of \$261,981.90, being the amount paid by the

State as a direct tax during the war and refunded by the United States Government.

#### EXPENDITURES.

For the year ending September 30, 1893, - - -	\$2,361,967 96
For the year ending September 30, 1894, - - -	2,027,122 10
Total, - - - - -	<u>\$4,389,090 15</u>
Leaving cash balance October 1, 1894, of - -	\$738,418 07
It will thus be seen that for the first year of the period covered, the expenditures exceeded the receipts by	
the sum of - - - - -	\$71,015 70
And for the second year, - - - - -	<u>114,983 67</u>
Showing a decrease of cash balance from the operations of the two years, of - - - - -	\$185,999 37

#### THE FUNDED DEBT.

The Funded Debt is \$3,240,200, of which \$200, long since due, and bearing no interest, is still unclaimed; \$1,500,000 3½ per cent. bonds will fall due in 1903, and \$1,740,000 3 per cent. bonds in 1910.

#### THE GRAND LIST.

The Grand List, as reported October 1, 1891,	
amounted to - - - - -	\$372,874,447 00
For October 1, 1893, the amount reported is - -	<u>416,323,352 00</u>
Showing an increase for the two years of - - -	\$43,448,805 00

The repeal of the law requiring estimates to be made by the Treasurer of probable expenditures explains the omission of the usual statement in that connection.

#### SCHOOL FUND.

The report of the Commissioner of the School Fund contains much that is both interesting and important.

The amount of the fund September 30, 1892, was -	\$2,012,169 54
September 30, 1893, was -	2,014,449 41
September 30, 1894, was -	2,011,768 28
The number of children enumerated for the year 1892	
was - - - - -	167,809
And for the year 1893, was - - - - -	169,457
The dividend paid from the School Fund to the towns	
for 1892, amounted to - - - - -	\$125,856 75
And for 1893, to - - - - -	127,092 75
The expenses of management for two years ending	
September 30, 1894, were - - - - -	\$21,786 48

This is a larger cost than the average during recent years, owing to exceptional circumstances mentioned in the report. The losses on real estate taken by foreclosure in earlier years and sold since January 4th, 1882,

Amount to - - - - -	\$76,449 90
And old losses on bank stock were - - - - -	9,930 00
	<hr/>
Making a total of - - - - -	\$86,379 90

Appropriations to make up the deficiency caused by these losses, have been made and paid by the State, to the extent of \$82,106.45.

The Commissioner states that present investments of the Department are sound. A large amount due for interest on loans is unpaid and legal proceedings have, in some cases, been instituted for foreclosure of mortgages.

A gain of \$7,068.54 has been made, but not yet credited to the fund, on some property sold. Through the dishonesty of an agent of borrowers in the State of Ohio, the fund will suffer a loss which it is thought will not prove to be large. The unfavorable results mentioned are probably to be repeated from time to time, to some extent, so long as the State continues in the business of lending money.

An observation made below as to investments in the stock of National Banks by Savings Banks, applies with equal force to the School Fund.

## FINANCIAL INSTITUTIONS.

**Savings Banks** have apparently maintained their sound condition to a gratifying degree. The business of the year 1894, according to the report of the Bank Commissioners, has been entirely satisfactory. No large losses have occurred; usual rates of interest have been paid; deposits increased by the sum of about three million dollars, and some improvement is shown as to several points which you will find fully indicated in the report. Light losses are probably to be suffered by a few banks through the failure of private bankers in New York. The Commissioners state that the officers of these banks were warned by them in season to avoid loss, but the warning was not heeded.

The deposits amount to - - - - -	\$136,928,858 49
Besides surplus and accumulated profits of - - - - -	8,944,962 09
	<hr/>
Giving a total of - - - - -	\$145,873,820 58

The number of depositors is given as 337,254, equal to nearly one-half the entire population of the State. The number of individuals owning deposits is probably very much smaller than the figures given, as it is a common thing for one person to have deposits in several, frequently in many, different banks. This fact may impair the accuracy of other statistics given in the report.

The suggestion of the Commissioners as to the revaluation of real estate upon which loans have been made, is important in proportion to the lack, on the part of bank managers, of adequate care and watchfulness as to changes in values of such property, and is worthy of consideration. It has long been my conviction that Savings Banks ought not to be allowed to invest their deposits in the stock of National Banks, for one, of several reasons, that there is a liability, not only to loss of the amount invested, but of a further sum equal to the par value of the stock owned.

**State Banks and Trust Companies** are reported to be in sound condition. One bank has suffered loss through a dishonest clerk, who has been sent to the State Prison.

There are eight banks having an aggregate capital of	\$2,340,000 00
With surplus and undivided profits of - - -	777,385 02
	<hr/>
	\$3,117,385 02
There are ten Trust Companies having a capital of -	\$1,186,600 00
And surplus earnings and undivided profits amount-	
ing to - - - - -	752,484 08
	<hr/>
	\$1,939,084 08

**Investment Companies** selling Western Loans in this State, under our present law, are subjected to examination by our Bank Commissioners or their deputies. The report of the Commissioners will show a large withdrawal of these companies from the State, and this, with the failure of several large companies, will throw the burden of expense of examination upon a few, which, it is thought, will then also withdraw. The Commissioners therefore make certain recommendations relative to a revision of the present law, in order to meet existing conditions. The large interest of Connecticut people in this class of investments, indicates the importance to be attached to any recommendation made by the Commissioners in this connection

## INSURANCE.

**The Life Insurance Companies** of Connecticut are among the very best of their respective kinds to be found anywhere in the world. There are six so-called old-line companies, whose total assets January 1, 1894, (the latest date to which we have exact information,) amounted to \$128,162,288. The number of companies doing business on the new line, or assessment plan, is 7, and their assets amounted to \$6,167,210. The whole amount of insurance by old-line companies, in force in Connecticut, on the date named, was \$91,159,052, an increase of over \$9,000,000 during that year, and the amount carried by assessment companies was nearly \$30,000,000, making a total of over \$120,000,000. The amount done by those excellent benevolent orders, a prominent feature of whose work is that of insuring the lives of their members for the benefit of their families, not being a matter of public report or information, cannot be even approximately estimated, but undoubtedly reaches many millions of dollars.

**The Fire Insurance Companies** of the State have fully maintained their well-earned position in the front rank of institutions of their kind. During the year 1893, 112 companies, with cash assets of \$211,277,954, were engaged in business in this State, of which 25, with cash assets of \$34,117,411, were home corporations. While the year was one of severity to the interests of all these companies, their business in Connecticut showed favorable results—increase of premiums and decrease of losses—as compared with the previous year. The amount of insurance written, increased nearly \$8,000,000. I know of no existing statistics accessible to the public, showing, or from which can be learned, the amount of fire insurance in force on Connecticut property; and I would suggest, therefore, that such change in the law be made as will provide for obtaining and publishing this obviously important information. From such figures as are now accessible, it seems probable that the amount of fire insurance in force in Connecticut largely exceeds \$300,000,000, being a total of more than three-fourths the amount of the Grand List of the State. If you can devise some reasonable method by which companies located in other States, not authorized to do business here, which neither submit to the provisions of our law, nor share with other similar

corporations, legally here, their proper portion of the public burdens, can be made to comply with the conditions observed by others, you will render just and important service. Any legislation, in itself proper and desirable, tending to bring our laws into harmony with those of other States, will, beyond doubt, promote the common interest.

In his report the Insurance Commissioner will probably recommend many changes in the law, and perhaps a general revision of all the laws relating to the insurance business. I ask your thoughtful consideration of any and all recommendations that may be made by him.

Policies of insurance against fire to the amount of millions of dollars are held by our savings banks as collateral security for their loans; and in many other directions the business of fire and life insurance companies, in a vitally important way, and to a great extent, stands exceedingly close to the interests of all the people. The amount of fire insurance in force in this country is probably not less than \$17,000,000,000.

Besides the life and fire insurance companies referred to, there are in this State two Steam Boiler Insurance Companies, with assets on the first day of January, 1893, amounting to \$1,865,188.66.

The report also shows that there are, doing business in Connecticut, two Fidelity and Casualty, one Tobacco Growers', and four Plate Glass Insurance Companies, designed to furnish such protection as is indicated by their respective names. In the important branch of insurance against accident, Connecticut holds a leading place, and is the home of the leading company. As the reports to the Insurance Commissioner are made for the calendar year, statistics for the year 1894 are not yet available.

## RAILROADS.

The length of railroad in the State, counting by single track, is about 1,650 miles.

The amount of capital stock is about - - - \$90,000,000 00

The amount of bonded and other indebtedness is about 54,250,000 00

Gross earnings during the year were about - - 32,500,000 00

Net earnings, - - - - - 9,128,000 00

Taxes paid by railroad companies to the State during

the year, amounted to about - - - 733,000 00

Or more than one-third the receipts of the State from all sources.

The number of employéés injured during the year was 194, less than half the number, 504, of the previous year. The number of persons employed in connection with railroads in the State is about 24,500, and any reasonable legislation or regulation which adds to their personal safety in the discharge of their frequently hazardous duties, is to be welcomed. Grade crossings were reduced in number by 27 during the year, 26 being on the lines of the New York, New Haven & Hartford R. R. Company. The energy and liberality of that company in this direction are worthy of strong commendation. A new and very serious danger is now arising in connection with the extensive construction of electric highway railways. The present law should be at once so amended as to prohibit the crossing of steam and electric lines at grade.

## AGRICULTURE.

**Storrs Agricultural College**, as its name implies, is devoted chiefly to studies bearing directly upon agricultural pursuits. It is situated in the town of Mansfield and admits boys and girls "whose parents are citizens of this State." Its regular course of study covers a period of three years, but those who can pass a satisfactory examination in certain elementary branches, are allowed to complete the course in two years. The total cost per year per student, is about \$120 to \$125 plus a tuition fee of \$25, which latter is remitted in worthy cases. The work of the school for the past year has been hampered by its crowded condition. The reports of the Trustees and members of the Faculty will bring the need of greater facilities to your attention, and I am sure you will give to them the full consideration which their undoubted importance demands.

**The Connecticut Agricultural Experiment Station**, located at New Haven, gives attention to a variety of important subjects. The work of the past year has included the analysis of commercial fertilizers and feeding stuffs; tests of the effects of nitrogen in fertilizers upon the growth of plants; studies of dairy products; tests of suspected butter in behalf of the State Dairy Commissioner; the introduction of methods of accurate testing of the value of milk in creameries; experiments upon tobacco culture; studies of the diseases of various

plants and the proper remedies, and investigations of the proteids of cereal and other seeds.

The Station has buildings, laboratories, and grounds, provided by the State. It receives annually from the United States Treasury \$7,500, and from the State Treasury \$8,000. It also receives sums from analysis fees as provided by law and from other sources, which amount at present to some \$6,000 per annum.

**Storrs Agricultural Experiment Station**, located at Mansfield, is a department of the Storrs Agricultural College. The chemical and other abstract research is carried out at Wesleyan University, Middletown. During the past year its inquiries have been along the lines of field experimenting with fertilizers; observations of the growth of forage plants; feeding of sheep and milch cows; study of bacteria of milk and cream; experiments with the calorimeter; and in several other practical directions, including especially the food and nutrition of man. The Station is maintained by an annual appropriation of \$7,500 from the Treasury of the United States, which is supplemented by material aid from private sources.

The success and influence of our Agricultural Experiment Stations are most gratifying. There are probably few subjects with which farm practice has to deal, and about which accurate experiments can give practical information, that the Experiment Stations of our country are not studying. They thus make the business of farming at once more profitable, more attractive and more elevating. Hence the majority of our Connecticut farmers—men distinguished for their practical intelligence—appreciate the value of this work and favor its extension. To the State of Connecticut belongs the honor of having established the first American Agricultural Experiment Station. The work of that institution was begun at Middletown in Wesleyan University in 1875. The example was speedily followed by other States, and subsequently the United States Government made the enterprise National by providing liberal appropriations for the establishment of Experiment Stations in all the States and Territories in the Union. Few scientific and educational movements have been so useful and so warmly appreciated by the country at large.

**Investigations of Food Economy.**—The nutritive value of different foods, and their proper preparation for the use of man, is a subject of vital interest to our people. Half the earnings of the wage-workers of Connecticut, indeed, more than half the incomes of the bread-winners of Christendom, are spent and must be spent for their food, and any information that enables the laborer to select his food according to its true nutritive value, and to prepare it in the most advantageous manner, must result in much saving of his hard-earned money, lightening his burdens and increasing the happiness of his home. The careful scientific investigation of the values and uses of food, and making them known to the people, is one of the purposes of the Experiment Stations. In this investigation, also, Connecticut takes the lead. The pioneer work in this line, as in the case of the Agricultural Experiment Stations, was begun at Wesleyan University and has been continued by the Storrs Experiment Station and in coöperation with several scientific departments of the United States Government. The fruits have been so valuable that other institutions have followed the example, and Congress has lately made a special appropriation for the distribution of such inquiries throughout the Union. What has been done in our State has been accomplished largely by private gift; but the extent and importance of the field thus auspiciously entered, call now for such examination of the facts of the situation as will determine whether it may not have become the duty of the State to provide for an early and considerable expansion of this work within its borders.

The Experiment Stations, Agricultural College, Board of Agriculture, and other Associations in our State, are doing much to popularize information of value to the farmer and the people at large. This is accomplished by publications, by lectures at meetings, and otherwise. It is worthy of note that the Education Extension movement, which is being earnestly furthered in Connecticut, has included work among our agricultural as well as our village and city communities.

**Tuberculosis.**—This disease has made considerable progress amongst the cattle of the State, 5 per cent., or about

10,000 head being, according to the judgment of the Commissioners on Diseases of Domestic Animals, now more or less affected. The provision and enforcement of adequate laws by adjoining States, have added greatly to the previously pressing need of action here.

Much very important information bearing upon this subject will be furnished you by the Commissioners.

**Dairy Commission.**—The last report was made as of April 1, 1894, and indicates that the laws against imitations and adulterations of dairy products have not only been strengthened, but that there has been increased efficiency in the enforcement of their provisions.

In closing his report, and with these facts in view, the Commissioner says: "We believe that soon the sale and manufacture of these imitation products will be fully regulated and adjusted with increased advantage to the dairymen and all interested in good government and public health."

An important decision by the Supreme Court of the United States has recently been rendered, affecting, in an important way, questions relating to State legislation on this subject. A full statement of the nature and effect of this decision will doubtless be presented by the Commissioner in the next report.

## FISHERIES.

The work of the **Commissioners of Inland Fisheries** for the years 1893 and 1894 was chiefly devoted to increasing the supply of shad, salmon, lake and brook trout by artificial propagation.

State appropriations to the amount of \$20,000 were made for the two years covered by the report, of which the unexpended balance is \$2,306.31.

The State now owns three hatcheries from which fry of the kinds above enumerated were taken, to the large aggregate of 5,500,000, and placed in the various waters of the State.

The biennial report of the **Shell Fish Commissioners** presents many interesting facts. The oyster industry of the State has attained a magnitude and importance as surprising as it is gratifying. There are 319 owners of oyster grounds in

the State, and they have about 67,760 acres. Ten of these owners have about 29,000 acres. Taxes paid on oyster grounds during two years ending September 30, 1894, amounted to \$13,544.91. In 1893-94, seventy steamers were engaged in the industry, and 268 vessels were licensed to work on natural beds. The Commissioners' financial statement for two years shows the excess of receipts over disbursements to be \$6,134.46. The investment in the oyster business in the State is estimated at about \$3,500,000, and the annual catch at about \$1,250,000. The wages paid probably amount to at least from \$250,000 to \$300,000 per annum.

## LABOR BUREAU.

**Building and Loan Associations.**—The report of the Commissioner gives a deservedly important place to the seventeen Building and Loan Associations of the State. The conservative methods now very generally adhered to by these associations are giving, thus far, very satisfactory results. The peculiar plans followed are intended to make them of especial value to working men.

Some additional legislation in the interests of these organizations, may be suggested by the Commissioner.

**Industrial Depression.**—Covering fifteen months prior to August 31, 1894, the report shows, as a result of the depression, that on the average, the industrial establishments of the State ran about two-thirds full time, employed about 85 per cent. of the full number generally employed, paid about 85 per cent. of the wages paid in 1892, with about three-fourths the normal output. The lowest point of depression reached was in January and July, 1894. A little more than one-half the establishments reported, reduced wages 10 per cent.

**Trade and Industrial Education** in technical schools is urged by the Bureau as a substitute for the apprenticeship system, now nearly obsolete. This matter is receiving much and deserved attention by European countries, touching, as it does most vitally, the interest of the mechanic.

**Child Labor**, in the opinion of the Commissioner, should be still further restricted, and to this end you will probably be asked to raise the age limit for child employment.

**Decreased Hours of Labor**, is a subject which is certainly worthy the attention it has received from the Bureau, and it is hoped that the interests of both working men and employers may be subserved by what is being done in this direction.

**Factory Inspection.**—The report of the Inspector of Factories for the year ending November 30, 1893, shows that the number of factories visited and inspected was 476, in which were employed an aggregate of 68,098 persons. In 222 of these establishments no changes were ordered; in the 256 remaining, the changes ordered numbered 566 and included 391 for better protection of employes from danger from machinery, 70 for increased safety in the operation of elevators, 66 for better sanitary conditions and 39 for various other purposes.

## STATE BOARD OF HEALTH.

During the year ending December 1, 1894, the general health of the people of this State has been maintained at a little better standard than the average of the last five years, especially when taking into account the growing tendency toward concentration of population in cities. The greater attention now being given in populous places to administration of public hygiene, improved systems for the disposal of sewage and the furnishing of good water supplies, have doubtless brought about this improved standard. No severe epidemic has visited the State during the past year, and while the usual zymotic diseases have prevailed in many towns, the mortality from this cause has decreased.

The new system of sanitary administration enacted by the General Assembly of 1893, has, in many respects, seemed to work well, and to have been fruitful of good results. It is quite probable, however, that some modifications and improvements of the law will be found necessary.

The same is true with regard to the Medical Practice Act, which was also passed by the last General Assembly. It will, however, require several years to practically demonstrate its advantages and disadvantages.

In the collection and collation of vital statistics, this State has, for many years, exercised much care. The desirableness

of preserving a correct public record of births, marriages and deaths, cannot be easily over-estimated. From the very full report of the State Board of Health for the year 1893, it appears that the whole number of births in the State was 20,296; of deaths, 14,901; so that the natural increase of population by excess of births over deaths, was 5,395, or 815 more than the previous year. In the same time the number of marriages was 6,459. As the periods for which reports are made, correspond with the calendar years, information for the year 1894 is, as yet, in large part, necessarily uncollected.

The amount drawn from the State by the Board for the				
year ending June 30, 1893, was,	-	-	-	\$5,500 00
And for the year ending June 30, 1894, was	-	-	-	7,000 00
				<hr/>
				\$12,500 00

Of these amounts \$5,000 in each year was the regular appropriation for the expenses, and the balance a special appropriation to be used for examination into the pollution of streams in the State.

## CHARITIES.

**The State Board of Charities** consists of five members—three men and two women. Its statutory duties and powers consist of regular visits of inspection to the reformatory, penal and charitable institutions in the State, and the suggestion of such changes and improvements as seem desirable. The Board is also charged with the collection of information and statistics relating to pauperism and the administration and operation of the poor laws and State charities. There are at present in the State 167 institutions of the character above indicated, as follows:

11 for criminals,	1 for the feeble-minded.
17 for the sick and injured,	1 for the blind,
8 for the insane,	1 for old soldiers, sailors, etc.,
8 for dependent children,	15 for the aged,
1 each for boys and girls,	13 for orphans,
2 for the deaf and dumb,	88 for paupers.

The amount furnished by the State for such of the above as received State aid was \$518,454 in 1893, and \$573,999 in 1894. The amount paid by the towns for the relief of

their poor was \$688,962 in 1891, and \$736,998 in 1892. During the last year there was a decided increase in both the extent and the vigor of the work of the Board.

Your attention will of course be given to the recommendations made by the Board; but I ask your especial attention to that one in which reference is made to the establishment of State Reformatories for a certain class of the young of both sexes, who are too old for commitment to the schools at Meriden and Middletown, and who must, under existing conditions, be sent to our jails and prison, and subjected to the evil influences of the most hardened and debased of criminals.

It is observed that one or more institutions are receiving financial aid from the State without being required to account for the expenditure thereof. I would respectfully recommend that such changes or amendments be made in the law as will require all institutions and organizations receiving money from the State to make regular reports to the State.

The expenses of the Board for the two years ending September 30, 1894, were \$4,699.73, of which all but \$576.54 was expended in the work of the last year.

**The Connecticut Hospital for the Insane**, at Middletown, completed its first twenty-five years of service in 1894. During that time 6,773 patients have been admitted, of whom 1,556 have died, 3,958 have been discharged, and 1,580 were present at the close of the year ending June 30, 1894. Of those discharged 1,595 were recovered, 1,007 improved, and 1,235 remained stationary. Of those who died, about 300 were above seventy years of age, and nearly twice that number had been deprived of reason for from five to fifty years.

The number remaining in the Hospital June 30, 1894, was forty-five more than one year previous, and seventy-four more than two years previous.

By reason of the low prices of the necessities of life, the Board of Trustees was able to reduce the price of the board and care of the patients to \$2.80 per week, which has been the rate since April 1, 1893.

The receipts and expenses as reported in the Treasurer's account are as follows:

RECEIPTS.						
Year ending June 30, 1893,	-	-	-	-	-	\$292,353 98
June 30, 1894,	-	-	-	-	-	228,583 25
EXPENDITURES.						
Year ending June 30, 1893,	-	-	-	-	-	\$246,232 47
June 30, 1894,	-	-	-	-	-	314,268 11

The number of patients now in the Hospital is 140 beyond the capacity of the several buildings, but the completion of the new building authorized by the General Assembly at its last session, and now well advanced, will soon relieve the crowded condition. This new building will have cost about \$96,000, leaving a balance of \$4,000 to be applied for furnishing. As stated elsewhere, the practice of sending convicts who become insane, from the State Prison to the Hospital, cannot be too decidedly condemned and should be discontinued at the earliest practicable date. There is also urgent need of change in the present statutes providing for the care of those convicted of minor offenses, and those held awaiting trial in the jails, who become insane. The statute under which accused persons may be acquitted on the ground of insanity, and committed to the Hospital, is not sufficiently explicit in its provisions, with reference to the determination of their mental condition. It must be evident to any thoughtful mind that the benevolent and philanthropic purposes for which the Hospital was created never included that of making it a receptacle for those whose insanity has not been determined by competent medical authority. The large outlays in recent years for buildings for the benefit of the insane poor have met the need in that direction to such an extent, and in so creditable a manner that special appropriations for added facilities, can be, in larger part, if not wholly omitted.

**The Connecticut School for Boys**, for the fifteen months ending September 30, 1893, and the year ending September 30, 1894, received by commitment, 131 boys; there were returned on old commitments and by themselves, 118, and as boarders, 8; making a total of 539. The number who

were discharged was 479, of whom 29 were placed at trades, 1 sent to the hospital, 6 boarders dismissed, 2 have died and 441 have been returned to parents and friends, leaving in the School at the end of the period named 481, an increase of 60.

Covering the same time the receipts were	-	-	-	\$156,861	87
The amount of which paid by the State was	-	-	-	140,517	81
The expenses of the School were	-	-	-	158,956	20

The whole number of commitments to the School since its establishment in 1851, not including boarders, is 5,294, of whom 2,118 were sent there for vagrancy, truancy and incorrigibility, 2,655 for theft and other offenses, the punishment of which might have been imprisonment in the State Prison, while the remainder were convicted of other minor offenses. These figures suggest the propriety of considering the question whether the beneficent work of this institution may not be impeded by bringing into close relations so large a class of criminals with those whose viciousness and misfortune are largely if not wholly due to their home environment.

Of those who have left the School, 941 have gone out by expiration of sentence, 610 have been placed with farmers and at various trades, considerably more than one-half have been returned to parents, and by reason of their instruction in the School have generally been able to secure good positions.

**The Connecticut Industrial School for Girls** has just reached the end of its twenty-fifth year of undoubted usefulness. It furnishes a home to which girls between the ages of eight and sixteen years, who are orphans, or who, from their surroundings or otherwise, are subject to vicious influences, may be committed until twenty-one years of age.

The number of girls received from the beginning to October 1, 1894, was 1,150, of whom 237 were still in the School. During the two years ending on the date mentioned, 235 girls were received and 236 were placed out.

The amount received by the School from the State for the				
year ending September 30, 1893, was	-	-	-	\$37,355 62
And for the year ending September 30, 1894,	-	-	-	39,934 37

The last General Assembly appropriated \$18,000 for the use of the School, and with this money a new wing, with accommodations for thirty-four girls, was added to one of the buildings; the hall used for devotional and other exercises was enlarged, and a library-room and a dining-room were provided.

The record of the Visiting Agent shows that of all the girls placed out during the last eight years, ninety per cent. are self-supporting and leading useful lives. This fact must be a source of great satisfaction to those having the welfare of these young people at heart.

**The Soldiers' Home at Noroton** is reported upon by the Adjutant General. This institution was founded by Benj. Fitch in 1864, and is open to the indigent soldiers and marines of Connecticut who served in the War of the Rebellion. The report shows that the good work of providing a pleasant home for veterans has been fully maintained during the past year. The Home was turned over to the State by the trustees in 1887, and various purchases of land and appropriations for the erection and improvement of buildings have been made by the State from time to time. The general management of the Home is vested by law in "The Soldiers' Hospital Board of Connecticut," consisting of the Governor, Adjutant General, and Surgeon General, with three honorably discharged veteran soldiers—residents of this State—all holding office for two years.

There are thirteen buildings with accommodations for 340 beds, which are all taken, twenty soldiers being on the "waiting list" for want of room.

You will probably be asked for an appropriation for the enlargement of the present buildings and the erection of others to meet the demands now made.

The expenses of the Home in drafts upon the Comptroller			
have been for the year ending June 30, 1893,	-	-	\$50,000 00
For the year ending June 30, 1894,	-	-	70,000 00
			<hr/>
			\$120,000 00

The aggregate of special appropriations made by the			
General Assembly for the purchase of land and the			
erection of buildings since the Home has been under			
State control has been	-	-	- \$85,000 00

## STATE PRISON.

The reports of the directors and warden for the fourteen months ending October 1, 1894, indicate a satisfactory administration of the affairs of this institution. Some changes are suggested by the directors, the most important of which is that with reference to special provision on the prison grounds for the detention and proper treatment of insane convicts. The present practice of sending such convicts to the Hospital for the Insane at Middletown, is accompanied by so many strongly objectionable features, which would disappear under the plan suggested, that the duty of action appears to be clear and imperative. The question of providing the requisite facilities for separating the young from the older and more hardened criminals, deserves your careful attention.

August 1, 1893, there were in the institution 316 convicts, with 27 men and one woman acting as watchmen and officers. Since that time, there have been 217 commitments, and 5 have been received from the Connecticut Hospital for the Insane. Of these,

128 were discharged upon expiration of sentence,  
 1 was pardoned,  
 10 were taken to the Hospital for the Insane,  
 18 have died,

leaving 381 prisoners September 30, 1894, an increase of 65 since the last report. Of this number, 41 were between the ages of 16 and 20 years when committed, and 346 were in for the first offense, emphasizing the necessity, elsewhere alluded to, of measures for classification and reformation.

The disbursements of the institution for the fourteen months were	\$93,937 56
Out of which the State property was increased in value,	26,051 65
Leaving for actual expenses,	\$67,885 91
Of which amount the State paid	27,944 74
And there was received for convict labor,	38,755 26

and the balance was made up from various sources.

So far as the financial result of the employment of convict labor is concerned, it may be properly considered acceptable; but such employment, in so far as it came into competition with honest workmen outside prison walls is, to my mind, to be regretted and deplored.

On the general question of punishment for crime, I confess to the conviction that some crimes call for different and more feared methods than those now practiced. The State prison and the jails have few terrors for a large percentage of those who commit crime; indeed, it is not infrequently the case that crime is committed for the express purpose of securing comfortable quarters and fair food without risk of much real hardship.

A proposed law establishing a State Reformatory will come before you by continuation from the last General Assembly.

## JUDICIARY.

Our courts are giving prompt attention to all cases brought before them, and retain fully, the merited confidence of the people.

A Common Pleas court has been established during the past year in New London County.

The expenses of the Judiciary of the State for the year ending June 30, 1894, amounted to \$382,691.44, and \$339,063.82 for the preceding year.

## TOPOGRAPHICAL SURVEY.

The Commissioners reported to the last General Assembly the completion of the field work under an arrangement with the United States Geological Survey, and an appropriation of \$5,000 was then made for printing, publishing, and distributing the maps of the State.

Two thousand sets of the atlas sheets have been printed by special arrangement with the United States Government, and a wall map of the State, upon half the scale of the sheets, has also been prepared. The total cost of this work has been approximately \$3,400.

The excellence and accuracy of the maps is highly commended by engineers and experts. The recommendation of the Commissioners that these maps be placed in the common schools of the State to the extent, at least, of supplying each with the sheet or sheets covering the territory nearest its own locality, will be presented for your consideration.

## EDUCATION.

**The Common Schools.**—The State has ever been mindful of the great value of providing its citizens with a good education, and for that purpose liberal appropriations have been made from time to time. The work of the State Board of Education has been directed to securing the best results for the amounts paid out. In its report will be found, in detail, the various items of the management of this department.

The expenses of the State Board of Education, for salaries,  
office expenses, teachers' meetings, examinations, etc.,  
were, for the year 1893,       -       -       -       -       -       \$23,409 02  
                                  "       1894,       -       -       -       -       -       25,812 90

The amounts received by towns and districts for the maintenance of the public schools have been:

	1893.	1894.
From the State (Civil List and School Fund), - - - - -	\$377,570 25	\$381,278 25
From all other sources, - - -	1,768,656 74	2,128,450 66
	<hr/>	<hr/>
Total, - - - - -	\$2,146,226 99	\$2,509,728 91

The amounts paid have been:

	1893.	1894.
For new buildings, - - - - -	\$248,232 19	\$464,107 01
For ordinary expenses, - - -	2,093,119 24	2,178,520 69
	<hr/>	<hr/>
Total, - - - - -	\$2,341,351 43	\$2,642,627 70

The amount of district indebtedness was - - - - -

	\$1,887,227 73	\$1,843,031 78
--	----------------	----------------

New school houses were erected at a

cost of - - - - -	\$414,183 81	\$316,914 10
-------------------	--------------	--------------

The value of buildings and sites was - \$7,508,536 49   \$8,042,411 12

Paid by the State for apparatus, an equal amount having been raised by districts, - - - - -

	\$6,505 00	\$6,185 00
--	------------	------------

Number of persons between 4 and 16

years of age, - - - - -	167,809	169,457
-------------------------	---------	---------

The law requiring the establishment of evening schools in towns and districts with 10,000 or more population resulted in the maintenance of 24 in 1893 and 43 in 1894.

**Military Instruction.**—This question is receiving much attention throughout the country, particularly from members of the Grand Army of the Republic and the Boards of Education of many of the prominent cities. There is much to

commend it, not only on the ground of the physical development and training of our youth, which can be secured in no other way, but also by reason of the benefit accruing to the State from such training.

**Normal Schools.**—There are now three Normal and Training Schools in the State. The first and oldest, at New Britain, established in 1850; the second at Willimantic, opened in September, 1889; and the third at New Haven, opened in September, 1893. These schools have graduated 1,409 young men and women trained in the art of teaching, of whom 655 are now engaged in that pursuit. These institutions are fulfilling the important purpose for which they were created, as will more fully appear from the detailed reports which will be laid before you.

Paid by the State for maintenance, 1893,	-	-	-	\$53,173	48
“ “ “ 1894,	-	-	-	66,841	68
For new buildings during last year, at Willimantic,	-			51,333	83
“ “ “ “ New Haven,	-			20,546	56

## CONNECTICUT NATIONAL GUARD.

The uniformed volunteer militia of the State, as shown by the report of the Adjutant-General, is organized into four regiments and two separate companies of infantry, one battery of light artillery, one machine gun battery, one brigade signal corps and one division of naval militia, comprising 202 commissioned officers and 2,652 enlisted men.

The Governor's Guards consist of two foot companies and two horse companies, with 25 officers and 347 enlisted men.

The cost of maintaining this force has been, for 1893, \$133,-910.93, and for 1894, \$169,613.58. In addition land has been purchased in Hartford and New Haven for armory purposes and at Niantic for camp use, by a commission, at a cost of \$13,650.

During the past year the Division of Naval Militia was uniformed and equipped; the brigade was encamped at Niantic eight days, while in 1893, the encampment was for six days; necessary repairs to the State armories have been made; uniforms have required much repairing and many unserviceable ones have been replaced by new; improvements have been made upon the State Camp ground by the

addition of a rifle range and in grading. These account for the large increase in the expenses of this department over the previous year. Without offering criticism, the expenditures having been undoubtedly considered as needful and proper, the hope is expressed that an important reduction will be made in this direction without impairing the condition or efficiency of the Guard.

The law passed in 1893 made many important changes, and will doubtless be found to require some amendment. Under its provisions, the Commander-in-Chief is required to order the entire brigade into camp each year. The law should be so changed as to allow the exercise of discretionary authority to order the whole or a part, as he may deem to be best for the interests of the service.

While the present force is believed to be ample for the needs of the State, it has been clearly demonstrated by the recent experience of other States, that Connecticut can not afford to allow the efficiency of her National Guard to be impaired.

## RECOMMENDATIONS.

It remains for me to recommend to your consideration measures touching subjects not yet discussed or referred to.

**Improved Highways.**—An active and extensive movement in favor of better roads is already in progress in several other States, and is fully justified by the probable results of early, favorable and efficient, though reasonably prudent State action. We ought to keep fully up with neighboring States in this as in other important movements in which are involved questions of vital interest in their relations to the prosperity and comfort of our people. Views differ widely as to plans, and only through careful inquiry and perhaps extended experiments, can safe and permanently satisfactory conclusions be reached.

**Secret Ballot.**—The present law enables the voter to follow his own preference as to men and measures in casting his ballot without allowing any other person to know how he votes; while at the same time its provisions are such that the vote-seller can furnish fairly clear evidence to the vote-buyer that the bargain between them has been observed.

The evils that have befallen the State under the law of 1889 ought to be rendered impossible hereafter by such action during the present session as may be needful to that end.

What is known as the "blanket ballot" system (for the adoption of which an earnest effort was made six years ago), or some form of voting machinery of which very ingenious, and, it is claimed, efficient examples are now to be found, may meet the requirements of the situation. It is most earnestly recommended that you give thorough consideration to this subject, involving as it does the quality and durability of the very foundations of free government.

A bill and two substitutes relating to this subject come to you by continuation from the last session of the General Assembly.

**Corrupt Practices Act.**—Any secret ballot law, in order that its advantages may be fully secured, needs to contain or be reënforced by such statutes as will provide the surest methods of enforcing its provisions, by inflicting adequate penalties for their violation. Efficient enactments have been provided in other States and in some other countries, covering these and other important points relating to elections. Two bills on this subject come over to you by continuation from the last session of the General Assembly. Permit me to urge thoughtful attention to providing, through the adoption of one of these proposed laws, if deemed adequate, or by a new and better scheme, such added safeguards to the purity of the ballot as will afford the utmost degree of security now attainable.

**License.**—Abuses have crept into the present system of executing the License Law, especially with reference to the prices of licenses and decisions upon applications, to such an extent, that a strong sentiment has been aroused in favor of abolishing the office of County Commissioner and referring this portion of its business to the Superior Court. Whether it is best to adopt this course or proceed in some more moderate way, is a question for your careful investigation; but there is little room for doubt that the number and cost of licenses should be definitely fixed by law, according to population or otherwise, so that neither Commissioners nor Courts would possess the power, now held by the former, to

change both number and cost at will. You cannot guard too thoroughly against the perils involved in such abuses as are claimed to have been recently brought to light.

**A Defect in the Law.**—You are requested to notice a serious defect in the Statutes of the State, Section 2952, as construed by the Supreme Court. Under the construction given, property cannot be deeded or willed for the benefit of a person for life, and upon his decease for the benefit of his heirs. Attempts have been made to amend the law, but without success; so that a man is prevented by the Statutes, as construed, from making the most natural kind of a trust by will. Cases are often arising, wherein the Court must, by reason of this Statute, pronounce void, trusts which are entirely commendable.

The law should be amended or repealed, at your earliest convenience.

**Reports.**—The number and extent of the reports required from departments of the State Government and from institutions belonging to or aided by the State, are so great, the methods of making reports so various, and the dates to which reports are made so scattered, that it is not possible to gain exact information of all to any single date. I suggest an inquiry by the General Assembly as to the practicability and expediency of fixing a date, not later than some day in October of each year, to which all reports shall be made, and also of securing some approximation to uniformity in the presentation of financial statements and other statistical information.

**Malfeasance in Office.**—The existence and recent increase of abuses of official position, involving dishonesty in the conduct of public business in many sections of the country, have aroused a very earnest spirit of resentment on the part of the people. Investigations intelligently started and persistently pushed, have brought to light here and there so many evidences of great recreancy to duty in both public and private places, that the foundations of confidence have been severely shaken, suspicion has been widely and intensely stimulated, and a hot spirit of inquiry has been developed, until a large portion of the whole land has become an arena of investigation.

It is at all times our duty to be watchful of the course of public affairs, but at such a time, responding to the call of the people, it becomes doubly our duty to look about us for hidden sources of danger, and by courageous disclosure of them, if found, or presentation of gladdening proof that they do not exist, become assured that the truth is known and no hurtful doubts remain.

**Constitutional Amendments.**—Three proposed amendments to the Constitution were passed by the House at the last session and will come before this General Assembly for your approval on the question of submission to the people. The first concerns the compensation of members of the General Assembly; the second relates to the election of State officers; the third, to the number of Senators and the formation of Senatorial Districts.

I ask your attention for a few moments to some facts and reflections relating to topics to which reference has seldom been made on occasions like this—partly, we may properly infer, because the known reasons have seldom seemed sufficiently clear and strong to justify such reference.

It is probably too true that some of the influences accompanying, and to a greater or less degree shaping, the legislation of the State, have been now and then for years, of such character as to constitute a serious offense against the rights and interests of the people.

It is currently thought to have happened that arrangements have been made between persons outside, with members inside, the General Assembly, to divide the gains secured by combination, to delay or hasten, antagonize or promote measures proposed, according to which course would afford the best financial results to the parties to such arrangements.

It may be properly added, in view of observed facts, that the trading of votes between members, with or without reference to the merit of measures, is a practice which, at least in many instances, is exceedingly reprehensible.

To consider each measure carefully, to decide about it fairly, in view of its character, without fear or favor as to any other measure, is our plain, safe, and simple duty.

The evil features which are reported to have accompanied the work of the General Assembly at times in recent years, have humiliated our people and the good name of our State has suffered at home and abroad. You can put an end to scandal and causes of scandal, by firm and decisive action, and it is most earnestly to be hoped that such action may be taken very early in the session upon which you now enter.

### CONCLUSION.

I have now given you information of the state of the Government and recommended measures to your consideration as fully as has been found practicable within the present reasonable limits of time and space.

The change to biennial sessions has greatly increased the time required for the transaction of the State's business and the volume of legislation. However, let us constantly bear in mind that there is far more danger of too much than of too little legislation.

Mr. President and Gentlemen, we have fallen upon times, which in important respects, have no parallel in the history of our State. Never have our people been so deeply stirred in their desire, amounting to an imperative demand, for high standards of legislative and executive action. The time is ripe, the opportunity unprecedented, for great service to our justly beloved State. Life, at best, for even the youngest of us, is not long, and its opportunities of exceptional usefulness are not many in the ordinary probabilities of the future. We can do for Connecticut in the few months of this session, what years of effort under ordinary conditions would not suffice to accomplish. We are charged with high duties in behalf of the interests of the Commonwealth. Let us so discharge them as to set an example of integrity of purpose and fidelity in action, which shall bring lasting benefits to the State, and be a source of just pride to us and to those who may follow us, through all the years of the future. May God grant to you and to me that wisdom and courage needed to enable us to serve Him through our service of the People, and then all will be well.

O. VINCENT COFFIN,

*Governor.*





353.9

C76

1897 Ja

LIBRARY  
OF THE  
UNIVERSITY OF ILLINOIS

# GOVERNOR'S MESSAGE

TO THE

GENERAL ASSEMBLY,

JANUARY SESSION

1897.



# MESSAGE

OF

HIS EXCELLENCY

LORRIN A. COOKE,

GOVERNOR OF CONNECTICUT,

TO THE

GENERAL ASSEMBLY,

JANUARY SESSION, 1897.



HARTFORD, CONN.:

PRESS OF THE CASE, LOCKWOOD & BRAINARD COMPANY.

1897.



353,7  
676  
1497 Ja

# State of Connecticut.

## MESSAGE.

### GENTLEMEN OF THE GENERAL ASSEMBLY:

You are convened as the representatives of a commonwealth, and by your selection are highly honored with the confidence, and charged with the responsibility of legislating for an intelligent, critical, and appreciative people.

The gratitude you feel for the dignity of being a Connecticut Legislator can best be shown by earnest, faithful, and honest performance of duty.

I would be wanting in grateful sentiment did I not at this time publicly express my own appreciation of the honor of the position which, in so generous a manner, the people have bestowed upon me. In compliance with the command of the Constitution I will at this time place before you some information of the state of the government.

### FINANCE.

Cash on hand September 30, 1894, . . . . .	\$738,418.07
Received during year ending September 30, 1895, . . . . .	\$1,997,016.35
Received during the year ending September 30, 1896, . . . . .	2,117,819.27
	<hr/> 4,114,835.62
Total, . . . . .	\$4,853,253.69

### EXPENDITURES.

For year ending September 30, 1895, . . . . .	\$2,216,679.93
For year ending September 30, 1896, . . . . .	2,345,839.91
Total, . . . . .	<hr/> \$4,562,519.84
Leaving cash balance October 1, 1896, . . . . .	\$290,733.85
The expenditures exceeded the receipts in the year 1895, . . . . .	\$219,663.58
The expenditures exceeded the receipts in the year 1896, . . . . .	228,020.64
Showing a decrease of cash balance for two years, . . . . .	\$447 684.22

## THE FUNDED DEBT.

The funded debt of the State is \$1,500,000,  $3\frac{1}{2}$  per cent. bonds falling due January first, 1902, and \$1,740,000, 3 per cent. bonds due October first, 1910. Total, \$3,240,000.

## THE GRAND LIST.

The Grand List for October, 1894, . . . . .	\$414,258,956.00
For October, 1895, . . . . .	444,321,927.00
An increase of, over previous year, . . . . .	\$30,062,971.00

## FINANCE.

The condition of the state treasury is one easily comprehended.

We have awakened to the realization of the simple fact that disbursements are in excess of receipts. It is also easy to find the cause: we, as a State, have been somewhat reckless and careless in our appropriation of the public funds. The tendencies incident to the time in which we live, pertaining to originating and supporting charitable, reformatory, and other state institutions, and supposed needs, have led us too far away from our present resources.

The most important problem you will have before you during this session, and the one requiring the exercise of the most careful study and wisdom, will be the ways and means employed to replenish and keep solvent the state treasury. The public funds are taken from the people, and every dollar should be jealously guarded and economically disbursed.

Retrenchments in expenditure should at once be entered upon. I would recommend a careful and thorough examination of the different departments of the State for the purpose of ascertaining if any reduction is possible in the number or in the business expenses incurred by each department or state commission.

The very reprehensible custom which has come into vogue of voting gratuities to the attaches of the General Assembly, amounting to many thousands of dollars, should cease. I recommend early action on your part to prevent any expecta-

tion that this General Assembly will allow these gratuities. I desire to call your attention to the large increase in the judicial expenses of the State in recent years, and to suggest that, if possible, you devise a way to curtail them, if consistent with the administration of justice.

I respectfully refer you to the report of the committee on Appropriations made to the last General Assembly, and printed with the laws, for other suggestions in the line of retrenchment in State expenditures.

While the strictest economy should be observed in the expenditure of the public funds, it is, nevertheless, to be expected that with our ever-increasing population, and wealth, and constant progress toward better conditions for the less wealthy of our citizens, new necessities will arise to invite the careful attention of the General Assembly.

Should you determine to grant further aid to the towns in the improvement of their highways, and should you look with approval on other projects claiming to promote the health, safety, and convenience of the public, an increase in our annual revenues must be provided. It should be your first care to avoid additions to the funded indebtedness. Current revenues should be sufficient to meet current expenses.

You have the power to lay a tax upon the general list of the State. But it is possible that this plan will meet with strong opposition from the poorer and sparsely settled communities already heavily assessed for local purposes. I would advise a careful examination and comparison of the assessments upon all classes of property, to the end that existing inequalities may be equalized and the burden placed upon the most productive properties receiving the largest public benefits.

#### SAVINGS BANKS.

Savings banks of the State are reported by the bank commissioners as nearly all in a healthy condition. Number of banks, 89; the number of depositors, 356,445; amount of deposits, including surplus, \$149,032,123; State tax, \$340,405.

Your attention is directed to several recommendations of the commissioners for your consideration.

## STATE BANKS.

Number of State banks are eight; total assets, \$8,356,515. The total assets have decreased during the year \$315,563.43. There has been a gain in amount of surplus, \$85,209, and a decrease of \$54,793 in undivided profits, leaving the net gain \$30,416.

TRUST COMPANIES.

Number of trust companies is twelve; total assets, \$7,522,380; the assets have decreased \$553,746; the surplus has increased \$60,727; undivided profits decreased \$109,268; leaving net decrease, \$48,540.

THE SCHOOL FUND.

Amount of the fund, 1895, \$2,013,102.01; amount of the school fund, 1896, \$2,008,048.97; enumeration of children, 1895, 174,443; and the amount of dividend, 75 cents each, \$130,832.25.

The shrinkage in the capital of the fund of \$4,526.11 since July, 1895, is accounted for by the fact that certain securities that appeared in the schedule of 1895 have been charged off as of no value, or sold at prices lower than the amount originally loaned.

The capital of the fund is classified as follows:

Bonds and mortgages,	.	.	.	.	.	.	\$1,670,000.74
Real estate,	.	.	.	.	.	.	163,173.86
Bank stock,	.	.	.	.	.	.	167,147.61
Cash in treasury,	.	.	.	.	.	.	7,726.76
							\$2,008,048.97

The commissioner regards the bulk of the securities accepted by the department during the past fifteen years as in a satisfactory condition, although there is reason to fear that the general depreciation in value of Connecticut farm property may have resulted in some impairment of values.

#### JUDICIAL.

The court work for the past year has been done smoothly and promptly. The delay in reaching trials has been less than formerly, and is becoming less all the time.

In the Supreme Court of Errors the work has been done punctually and the decisions published without delay, and have been, I believe, reasonably satisfactory to the public.

The judicial expenses of the State for 1895 were \$369,362.51, for 1896, \$366,765.65.

#### UNIFORMITY OF LEGISLATION IN THE UNITED STATES.

I call your attention to the doings of the State Board of Commissioners for Promoting Uniformity of Legislation in the United States, at their conference held at Saratoga Springs, N. Y., August 15, 1896.

The report, with recommendation of proposed acts, will be placed before you.

#### EDUCATION.

Number of schools in the state, . . . . .	1,563
Number of teachers, . . . . .	3,708
Number of scholars, . . . . .	141,485
Cost of the schools in 1895, . . . . .	\$2,796,831
Towns and districts were taxed, . . . . .	1,968,170
Estimated population of the state, . . . . .	820,000
Cost per capita for running expenses annually, . . . . .	\$3.41

The statistics show that in every direction for several years there has been a large increase in the expense for common schools.

There has been expended within the last ten years \$22,000,000. The State has three Normal Schools for the training of teachers, which have cost \$350,000. The State paid, in

1895, for running expenses of the Normal Schools, \$59,110.-44. Sixty-seven towns in the State have established high schools, while in one hundred and eight towns there are no high schools, and it is quite impossible for many of these towns to have them. The Secretary of the State Board of Education says in his report: "The question now is, whether it is not the duty of the State to compel all who begin the work of teaching hereafter to secure for themselves the training which will make them fit instructors of the young." The Secretary also advises the consolidation of school districts under town management, as conducive to the improvement of the schools. The Department of Education calls for the largest expenditure of money by the State for its maintenance, and results should be expected correspondingly large.

#### AGRICULTURE.

The report of the Board of Agriculture gives ample evidence that the farming, dairy, and other branches of this industry are making great advances in scientific and practical knowledge of soil, crops, and domestic animals. The questions before the people of the State at the present time include those pertaining to the supply of healthy food, embracing milk and its products, and a water supply, and the preservation of the purity of our streams. Legislation has made much progress in this work as knowledge in these matters has advanced.

The Storrs Agricultural College is now in a prosperous condition, offering, at small cost, instruction to the sons and daughters of Connecticut in all the departments of knowledge of a practical character that pertains to rural life.

The General Assembly, 1895, appropriated twelve thousand dollars for the purpose of building a cottage for girls. This building has been completed and is now occupied.

The present appropriation to the Storrs Agricultural College proper is \$25,000 for two years. You will be asked for an appropriation to construct more dormitories for the boys, who are now crowded for want of sufficient rooms. The

catalogue of students for 1895 discloses the number in all the classes as one hundred and thirty-eight.

An agricultural experiment station was established at the school by the General Assembly of 1887, and received annually from the State seventy-five hundred dollars. The State also gives an annual appropriation of eighteen hundred dollars to this station for investigating food economy. The State, in 1895, aided agricultural societies to the amount of \$7,500.

The Connecticut Agricultural Experiment Station is located at New Haven.

The buildings and operating facilities were furnished by the State, and the station received an appropriation of \$8,500 from the State treasury. The work done includes the inspection of commercial fertilizers, which prevents a fraudulent article being used in the State. The work also includes analyzing butter and molasses for the State Dairy Commission, and field experiments to ascertain the effects of different fertilizers upon various crops. In this connection it may be interesting to state that a study of native and foreign turf making grasses is carried on at South Manchester, where may be seen grasses brought by private enterprise from England, France, Denmark, and Austria, as well as our native varieties, affording an object lesson not seen elsewhere in selecting grasses for the lawn or for grazing purposes.

#### TUBERCULOSIS.

The General Assembly of 1895 enacted a law entitled "An Act concerning Diseases among Domestic Animals." This law was intended to effect in some degree the eradication of a disease in cattle, supposed by many to exist to a considerable extent in the State. The advocates of the original bill presented a much more radical measure to the consideration of the General Assembly, which called for drastic and compulsory action, to be embodied in a law that would entail great expense upon the State in its execution. The subject awak-

ened great interest among the dairymen, and numerous and extended hearings were had before the committee on Agriculture. The discussions before the committee were very interesting and highly educational upon a subject heretofore but little thought of in this State. Under the law the commissioners began their work, examining and killing the cattle which they found, by the tuberculin test, to be diseased, and with these results:

Whole number cattle examined, . . . . .	8,349
Number killed, . . . . .	1,287
Amount paid by state for cattle, . . . . .	\$32,745.00
Amount paid to Commissioners and Veterinary Surgeons, . . . . .	14,755.00
Total expense paid by State, including Commissioners' and Veterinary charges, . . . . .	\$47,500

The wisdom of the law referred to is questioned by some of our citizens, and supposed benefits derived from its execution regarded as doubtful, while others believe in the dangerous prevalence of the disease, and the necessity of energetic and speedy action for its eradication along the lines already begun. The law, in any event, will, doubtless, in some particulars require amendment, and, perhaps, radical changes. I will venture to suggest that the law be so amended that the Comptroller shall approve the bills of the commissioners. In placing before you some of the facts and figures pertaining to this subject, I confidently leave the matter to your wisdom; suggesting that you have in mind in your action the financial question involved, as well as the possible results to the public health. If the law remains as it was enacted and the commissioners continue to execute the law as they have done in the line of their duty, then the expense to the State will, during the coming two years, be very large, in paying full prices for diseased cattle.

I also recommend, for the purposes of economy and efficiency, that the commission shall be composed of only one commissioner.

## DAIRY COMMISSION.

The dairy interests of the State have increased greatly in recent years. There are sixty creameries in the State in operation, and the introduction of the system has greatly developed the dairy industry, by putting upon the market butter of such excellent quality that the poorer grades cannot longer find a market, except at very low and unremunerative prices.

The most important duty of the office of Dairy Commissioner is to enforce the law relating to the sale of imitation butter. The sale of oleomargarine at present is very limited, and only in accordance with law. The report of the Commissioner congratulates producers and consumers of pure food that the laws have accomplished good results.

## IMPROVED ROADS.

The last General Assembly passed an act to provide for the improvement of public roads.

The law apportioned the expense incurred in the construction of the improved roads—one-third to be paid by the State, one-third by the county in which was located the town having road improvement, and the remaining one-third to be paid by the town. The law limited the amount to be taken from the State treasury to \$75,000 annually.

In 1895 eighty towns applied for aid under the law, and in 1896 eighty-six towns took advantage of the law for building better roads.

The State has paid, or to pay, . . . . .	\$146,863.00
Counties have paid, or to pay, . . . . .	146,863.00
Towns have paid, . . . . .	515,279.00
In 1895-96, 35 miles of improved road, cost per mile, . .	6,170.00
In 1896, 42 miles of improved road, cost per mile, . . .	5,348.50
The state has paid the Commissioners for services and expenses, including clerk hire, . . . . .	17,612.00

If the State, by the action of this General Assembly, decides to continue the making of good roads under the present law, I recommend that the law be so amended that the poorer and sparsely-settled towns, which are struggling under as

heavy taxation as they can bear, and cannot take advantage of the law to obtain any improved roads, shall be exempted from at least their share of a county road tax imposed mainly for the benefit of richer towns.

I also recommend some restrictive legislation that will render the administration of the law less expensive to the State. The State has taken a considerable step forward in the work of good roads, and, with the experience gained, I suggest in the line of economy that the commission shall consist of but one commissioner, and that the commissioner be an experienced and practical civil engineer, and that the selectmen of the towns have more of the charge and oversight of making improved public roads, advised and directed by the State Commissioner.

#### RAILROADS.

The capital stock of all the steam railroad companies oper-

ating in the state, . . . . .	\$100,726,263.00
Funded debt, . . . . .	43,660,000.00
Total current liabilities, . . . . .	12,600,637.00
Gross earnings, . . . . .	36,746,531.00
Number of passengers carried, . . . . .	51,977,648
Operating expenses, . . . . .	25,754,818.00
Net earnings, . . . . .	10,993,778.00
Amount of dividends paid, . . . . .	4,561,966.00
Amount of taxes paid the State, . . . . .	756,066.00
Number of employes, . . . . .	27,484

During 1895 twenty-six passengers were injured and three were killed in consequence of the carelessness of the passengers, and through no fault of the railroad companies. Of the twenty-three others injured, fourteen were hurt through personal negligence, while eight were injured through no fault of their own. In 1896 two passengers were killed owing to their own fault, and twelve were injured. Two hundred and fifty of the employes were injured, and thirty-seven were killed. At highway crossings twenty-seven persons were injured and eleven were killed. Seventy-five grade crossings have been abolished in twenty years, and there are at present 1,030, of which only 170 are protected by gates, flagmen, or

signal bells. The elimination of these dangerous places should be hastened.

The statute enacted by a former Legislature, prohibiting the crossing of any steam railroad by any electric, horse, or cable road at grade, was a wise and opportune measure, and, in my judgment, should not be repealed.

#### STREET RAILWAYS.

Twenty-seven street railway companies reported to the Railroad Commissioners, but two of the companies had not commenced business.

Capital stock, . . . . .	\$9,221,740.00
Funded debt, . . . . .	8,690,100.00
Floating debt, . . . . .	849,255.00
Total liabilities, . . . . .	\$18,761,095.00
Cost of road, . . . . .	16,538,223.00
Cost of equipment, . . . . .	2,047,037.00
Length of road and sidings, 352 miles.	
Gross earnings, . . . . .	2,589,619.00
Net earnings, . . . . .	884,894.00
Number of passengers carried, . . . . .	62,789,791

Whole number of persons injured, 290; killed, 20; passengers injured, 63; killed, 4. All others injured, 223, of whom 16 died of injuries.

#### INSURANCE.

The condition of the insurance companies of Connecticut shows no great changes, other than the healthy growth which good foundations, good management, and conservative handling of investments, and the absence of any unusual losses always brings.

The fire insurance stock companies have a

Paid-up capital, . . . . .	\$10,175,000.00
Gross assets, . . . . .	36,003,325.00
Increase in ten years, . . . . .	11,963,000.00
Surplus over all liabilities, . . . . .	8,173,155.00

The mutual life insurance companies have

Assets, . . . . .	\$1,734,841.00
Increase in ten years, . . . . .	539,544.00
Over all liabilities, surplus of cash, . . . . .	1,345,393.00

The life insurance companies of the State operating on fixed premium plan have

Assets amounting to . . . . .	\$136,329,480.00
Increase in ten years, . . . . .	25,490,154.00
Total liabilities, except capital, . . . . .	120,016,875.00
Paid death and endowment claims during the year, . . . . .	9,381,719.00

Companies doing life insurance business on assessment plan :

Total assets, . . . . .	\$9,289,812.00
Paid claims during year, . . . . .	1,749,433.00

Benevolent orders and fraternal societies are doing a very large business in life insurance in the State.

The National Board of Fire Underwriters estimated the losses by fire in Connecticut for 1895 at \$1,840,000. The problem of reducing the amount of annual fire loss is an economic question which, I believe, should receive your attention, and remedial legislative action, if possible.

#### STATE BOARD OF CHARITIES.

The State Board of Charities was originated by the Legislature, and consists of five members. The duties of the Board are to inspect almshouses, homes for dependent children, institutions in which persons are detained by compulsion, to ascertain whether the inmates are properly treated, acting as far as possible through the persons in charge of such institutions. The State appropriated the sum of four thousand dollars for the necessary expenses of the Board, including the salary of the secretary. There are at present one hundred and sixty-eight (168) institutions maintained in Connecticut for the care of its defective and dependent classes. The amount paid by the State for the support of a part of these institutions during the year ending September 30, 1896, was \$662,329. The amount paid by the towns for the support of the dependent classes during the year ending September 30, 1895, was \$780,104.

It is believed by the Board that the majority of institutions in Connecticut comply with the requirements of humane and careful management, and that those that fall below this standard are being kept under constant supervision, in the hope of effecting ultimately an improved condition.

I refer you to the very interesting report of the secretary for full information, and the recommendations of the Board.

#### THE CONNECTICUT INDUSTRIAL SCHOOL FOR GIRLS.

This institution was opened in Middletown January 1, 1870, founded by gifts from charitable persons, for the care and instruction of girls without homes or whose surroundings were evil, and leading to ruined lives.

The whole number of girls received since opening the school, . . . . .	1,257
Number under care during the last two years, . . . . .	469
Number at present in the school, . . . . .	241
Amount of money paid by the state, 1895, . . . . .	\$41,329.25
Amount paid in 1896, . . . . .	40,784.82

The institution has funds invested contributed by individuals from which it derives some income, but this money is inadequate for carrying on the work. The girls in the school are graded according to age and behavior, and are taught the art of cooking and housekeeping. When they arrive at a certain rank in attainments and behavior they are placed in families, and are still looked after carefully by the excellent lady visiting agent of the school. As a result, 90 per cent. of all the girls who have gone out of the school are leading useful lives, and are respectable members of society.

#### THE CONNECTICUT SCHOOL FOR BOYS.

The report of the Trustees for the Connecticut School for Boys for the year ending September 30, 1896, gives the number of boys received between September 30, 1895, and September 30, 1896, as 190. Number returned on old commitments, 68, and the whole number in school, 469.

Amount of money received from the State Treasury during

the year, \$70,087.54. Useful trades are being taught, including carpentry, blacksmithing, brick-laying, and wood-carving. Printing and telegraphy are also taught.

Since the opening of the school in 1854 there have been received 5,815 boys.

#### CONNECTICUT HOSPITAL FOR THE INSANE.

The north hospital, which was ordered by the last General Assembly, has been completed and furnished at a cost of \$101,786, or, in excess of appropriation, \$1,786, and the excess was paid from the funds of the Hospital by vote of the Trustees. This building has been for some time filled with patients.

The constantly increasing demand for accommodations has been so great that the Trustees have been obliged to erect an additional building adjoining the hospital, and capable of providing for the comfort of fifty additional patients.

More than half the patients admitted during the past two years were incurable before reaching the hospital, an evidence that they had been inadequately provided for in their homes, or in almshouses until too late to be benefited. The Trustees ask that provision be made elsewhere for insane convicts.

The number of patients present September 30, 1895, was 1,788. For further statistics I refer you to the report of the Trustees.

#### THE LAKEVILLE SCHOOL FOR IMBECILES.

No important alterations have been undertaken during the past year, but the school has continued with its limited accommodations as well as could be expected. The school is well conducted, and the aid from the State economically and faithfully expended.

Amount paid by the state, . . . . .	\$16,586.05
Appropriation for building, . . . . .	3,500.00
Number of state beneficiaries, according to last report	
available, . . . . .	114

## CONNECTICUT INSTITUTE AND INDUSTRIAL HOME FOR THE BLIND.

This institution dates its corporate existence to October, 1893. The work which the institution seeks to perform is the education and the industrial training of blind children of the State. The institution is not under the direct management of the State, although appropriations have been made to it. The Legislature of 1895 appropriated fifteen thousand dollars to provide buildings, furniture, tools, and apparatus for the use of the institute.

The institute is located in Hartford, and has been educating and training in industrial pursuits fifty-two blind children during the past year.

## THE MYSTIC ORAL SCHOOL.

I recommend that the appropriation of State funds be withdrawn from The Mystic Oral School, and that suitable provision for the State pupils therein be made elsewhere, as the State of Connecticut does not need two schools for the instruction of its deaf wards.

## STATE REFORMATORY.

The General Assembly of 1895 passed an act establishing a State Reformatory for the custody and correction of male offenders between the ages of sixteen and thirty, tramps and habitual drunkards of any age over sixteen.

Five directors were appointed, and the sum of fifty thousand dollars was appropriated for the purchase of land and the erection of buildings. A site for the building was selected and a tract of land purchased, consisting of about sixty acres, in the limits of the city of Hartford.

The selection of the site I regard as very unfortunate, and great opposition to the location has developed on the part of the city authorities of Hartford.

I recommend an early and thorough investigation into the whole project of the Reformatory, with the purpose of restrict-

ing undue large future expenditure on the part of the State, and a possible suppression of the entire scheme.

I recommend to your attention the report of the State Board of Charities for further information upon the subject, and also the report of the Board of Directors of the Reformatory.

#### STATE PRISON.

The number of convicts confined in the institution for the year ending October 1, 1895, 395; during the fiscal year there have been received, 188; making the total number in confinement during the year, 583; of the above number there have been discharged, 198; leaving in confinement September 30, 1896, 385, or ten less in the prison than on the same date of the preceding year.

Improvements on the prison building contemplated by the last General Assembly, for which an appropriation of \$20,000 has been made, have been completed within the amount appropriated.

The erection of an insane ward at the prison is needed. Insane convicts are transferred to the Insane Hospital at Middletown, and thus afforded an opportunity to escape from the latter institution, which was not constructed or intended for criminals. This opportunity to escape is also an incentive for feigning insanity on the part of those confined in the prison. There are at present held in the insane hospital thirty-three convicts from the prison at Wethersfield. I recommend an appropriation for the building of this much-needed addition to the prison, and thus remedy a serious defect in the equipment of the institution.

#### THE CONNECTICUT PRISON ASSOCIATION.

The Connecticut Prison Association is an organization to assist discharged prisoners in various ways, such as clothing, tools, tickets to their homes, or to places of employment.

During the year, number assisted, 165; assisted prisoners, discharged from jails, 7; amount received from the State,

\$3,000.00; expended in aid of prisoners, \$2,647.00; on account of salary of agent, \$352.02.

The agent reports that for the past fourteen years less than eight per cent. of prisoners discharged from the Connecticut State Prison have returned to that institution.

#### LICENSE.

At the last town meetings in the towns of the State, ninety-seven towns voted no license for the sale of intoxicating liquors, and seventy-one towns voted to grant licenses.

This result shows no change as to number of towns from the previous year.

I shall co-operate with you in any wise measures you may devise touching this important subject, and especially for the better enforcement of existing laws.

#### FACTORY INSPECTION.

The number of factories inspected, 1,461; number of employes, 135,909; number of factories in which changes were ordered, 769; number of fatal accidents in factories, 19.

Many elevators are found unsafe for want of appliances to hold the car in case of cable breaking. Three instances have come to the knowledge of the inspector within the last year. Two factories were found unsafe, as the structures were overloaded by machinery. The attention of the local building inspectors was called to these cases and they at once took action.

Ventilation of factories has received attention and appliances for removing dust been urged.

#### THE MARRETT BEQUEST.

I am informed that the fund given to the State by Philip Marrett for the benefit of idiots, imbeciles, and feeble-minded persons, has never been formally accepted by the General Assembly, but that, owing to a misapprehension of the nature of the trust and the rights of the State under the will, the General Assembly of 1893 rejected a resolution directing the Treas-

urer to accept this fund. The Supreme Court has since decided that the whole beneficial interest in this bequest would have become vested in the State, had the State not refused to accept it in 1893. Upon learning of this decision the Treasurer brought an action against the trustee under the will, claiming, among other things, that the action of the General Assembly of 1893 did not constitute a refusal of the fund. Should the court decide this case in favor of the State, it will be your duty to act without delay, if any legislative action be necessary to insure the rights of the State.

#### STATE BOARD OF HEALTH.

The general health of the State during the past two years has been fully up to the average standard, if measured by the mortality.

While dangerous and contagious diseases in unusual frequency have appeared in many of the towns and cities, the vigilance of the health officers, and their prompt action, has prevented an epidemic. The public is growing more tolerant of the methods of health officials and co-operating with them in their efforts to stay the ravages of the contagious maladies. Nothing is better understood than that the prevention of the spread of contagious disease depends upon isolation, and no public want is more apparent than suitable places in most of our towns for this purpose. The secretary of the State Board of Health recommends legislation so as to bring into greater uniformity the methods of sanitary administration throughout the State. To accomplish this it is desirable that, 1st. The tenure of office of city and borough health officers be extended to four years. 2d. To require annual and stated reports from health officers of cities and boroughs to the State Board of Health.

The report of the State Board of Health is full of valuable vital statistics and much general information concerning the work of the board, affecting every person in the State. The board has drawn from the treasury of the State, annually, five

thousand dollars, and for investigating the natural waters of the State, a further sum of twenty-four hundred dollars.

The question of the disposal of the sewage of the larger towns and cities is being forced upon the attention of many communities in the State, and the present indications point to a time not far distant when these towns will be compelled to cease discharging their sewage into the streams, and thereby contaminating the waters below and possibly carrying disease and death to the people.

I commend to your consideration this important subject, and advise that a thorough investigation be instituted by competent expert State authority for the enlightenment and instruction of towns and municipalities, which see clearly the approaching necessity of action, but are at a loss to decide on any plan which will meet the difficulty.

#### CONNECTICUT NATIONAL GUARD.

The Connecticut National Guard, under the command of Brigadier-General George Haven, consists of two hundred and five (205) commissioned officers and twenty-six hundred and seventy-eight enlisted men (2,678).

The strength of the Governor's Guard is twenty-five (25) commissioned officers and three hundred and seventy-three (373) enlisted men.

The expenses of the Connecticut National Guard for the fiscal year ending September 30, 1896, are as follows:

Adjutant-General, for printing and office expenses, . . . . .	\$1,855.71
Quartermaster-General's expenses, . . . . .	68,733.10
Paymaster-General, . . . . .	44,796.96
Commissary-General, . . . . .	13,566.44
Comptroller, for officers' salaries and pay of clerks, . . . . .	11,895.15
<b>Total expenses, . . . . .</b>	<b>\$140,847.36</b>
Expense of the Governor's Guard, . . . . .	14,370.81
The enrollment numbers, . . . . .	108,389
The number liable for military duty in case of war, . . . . .	105,636
Total number liable to commutation tax, . . . . .	81,884
Amount of tax collectible, . . . . .	\$147,392

The Naval Battalion is an organization of three divisions with a commanding officer and staff, with seventeen (17) commissioned officers and one hundred and forty-nine (149) enlisted men.

The only changes during the year have been the disbanding of the Second Separate Company, and a Naval Battalion has been organized by the addition of one division in Hartford and an engineer division at New Haven. The General Assembly of 1895 appropriated \$10,000 to be used in making much-needed repairs of armories. A part of the appropriation has already been expended.

The greatest need of the guard at present is new arms. The old Peabody rifles ought to be discarded. A bill is now pending before Congress which, if passed, will furnish the states with the Springfield rifles, and it is hoped this will be accomplished before the Guard is again called to camp.

The successful encampment at Niantic last summer was the subject of much praise and approval, not only by competent military authorities of the State, but by United States military officers detailed to instruct in guard duty. The Commanding General of the United States Army visited the camp and expressed himself as very much gratified with the appearance of the troops.

The Connecticut Brigade is in good condition and no doubt could be depended upon to promptly respond to any emergency demanding military force. The expense to the State is considerable, but it is shown that the commutation tax is sufficient to cover the present outlay.

The Soldiers' Home at Noroton is managed by the Soldiers' Hospital Board, and the institution ranks among the first of State Soldiers' Homes in the country.

Number of soldiers on the roll November 30, 1896, was,	454
Number in the Connecticut Hospital for Insane, . . . . .	27
The State has paid to the Soldiers' Hospital Board, . . . . .	\$60,000.00
For building, . . . . .	14,700.00
Total expenses, . . . . .	\$74,700.00

## LABOR BUREAU.

The report of the Commissioner of the Bureau of Labor Statistics is largely devoted to the subject of taxation, and irregular methods in valuations of property which prevail in the different towns of the State. The report is accompanied by a graduated scale, showing the per cent. assessed of full value at a glance. In view of present interest in the State in questions of taxation and finance, this report is opportune and will be found useful.

## THE TENNESSEE CENTENNIAL AND INTERNATIONAL EXPOSITION.

In common with other states, Connecticut has been invited by the State of Tennessee to participate in celebrating the one hundredth anniversary of her admission into the Union, the event to take the form of a Centennial and International Exposition, to be held at Nashville for six months, opening May 1, 1897. Preparations are being made upon such a scale as to indicate that it will be an attractive and meritorious enterprise, and aside from the material advantage it offers for the exhibition of Connecticut products, it seems proper that we should unite with sister states in an exhibition of cordial interstate fellowship upon an occasion of this character. I therefore recommend that the subject be duly considered, suggesting that such appropriation be made as will enable the State to be creditably represented there, and that the appointment of a commission be authorized as its official representatives.

## FISHERIES AND GAME.

The duties imposed by the law upon the Commissioners of Fisheries and Game are, "The supervision of hatcheries and retaining ponds, the introduction and distribution of such food fish and game as are adapted to the waters or lands of this State, and the enforcement of all laws relating to fish and game."

To carry on the work under the law for two years, the last Legislature appropriated for the propagation and distribution

of trout, \$5,000; for shad and retaining ponds, \$5,000; extraordinary expenses, \$2,000; compensation and expenses of commissioners, \$3,000; clerical assistance, \$400.

The commissioners, by law, are allowed three dollars per day and expenses, but are limited to a total sum each of five hundred dollars per annum.

I commend to your attention the valuable report of the Commissioners. The State owns but one hatchery, and it is located in Shelton, and fitted for shad hatching only.

The State has paid out to this department since it was instituted more than one hundred thousand dollars, and it is a proper inquiry — what has been the benefit received?

Are our rivers teeming with the luscious shad? and our clear, cool brooks with the beautiful and gamy trout?

The existing facts are that the shad are year by year becoming extinct, and the trout in the streams showing no great increase in numbers or size. As no appropriation was made for protection of game, nothing has been accomplished in this line.

It is my judgment that intelligent and liberal propagation of trout could fill all our streams with that fish so abundantly that it would no longer be a rare food upon the tables of the people, and I commend to your attention what the commissioners say on this subject in their very interesting report. The report shows that the State has now entered upon what appears to be an intelligent and promising system of shad propagation, by hatching and retaining in ponds until the fish are large enough to protect themselves. Nine millions of young shad were released last October from retaining ponds into the Connecticut River. The young fish were from three to five inches in length, and the Commissioners fully believe that a good proportion of these will return in due time. Trout should not be put into streams and brooks until of sufficient size to protect themselves from destruction by larger fish.

I recommend that the open season for trout fishing be from May first to August first, instead as at present, from April first to July first.

## SHELL-FISH COMMISSION.

The financial statement for two years shows that the State received in 1895:

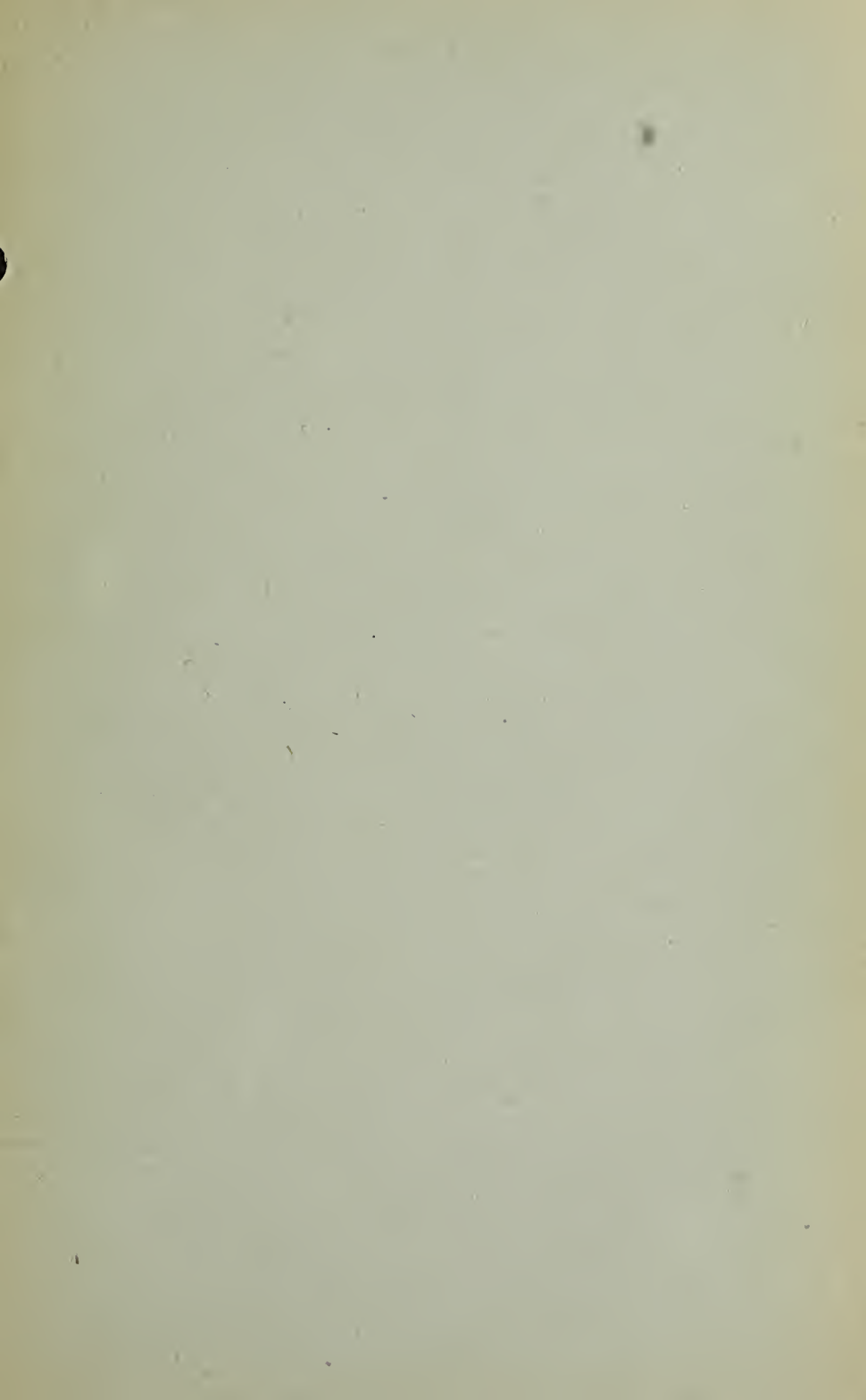
For taxes, boat licenses, and deeds for new oyster ground,	\$6,852.75
In 1896, . . . . .	10,136.25
Total amount for two years, . . . . .	\$16,989.00
Amount paid by the State for two years for oyster police and inspection, and commission salaries and other expenses, 1895, . . . . .	\$5,845.21
In 1896, . . . . .	8,320.86
	\$14,166.07
Receipts by the State in excess of disbursements, . . . . .	\$2,812.93

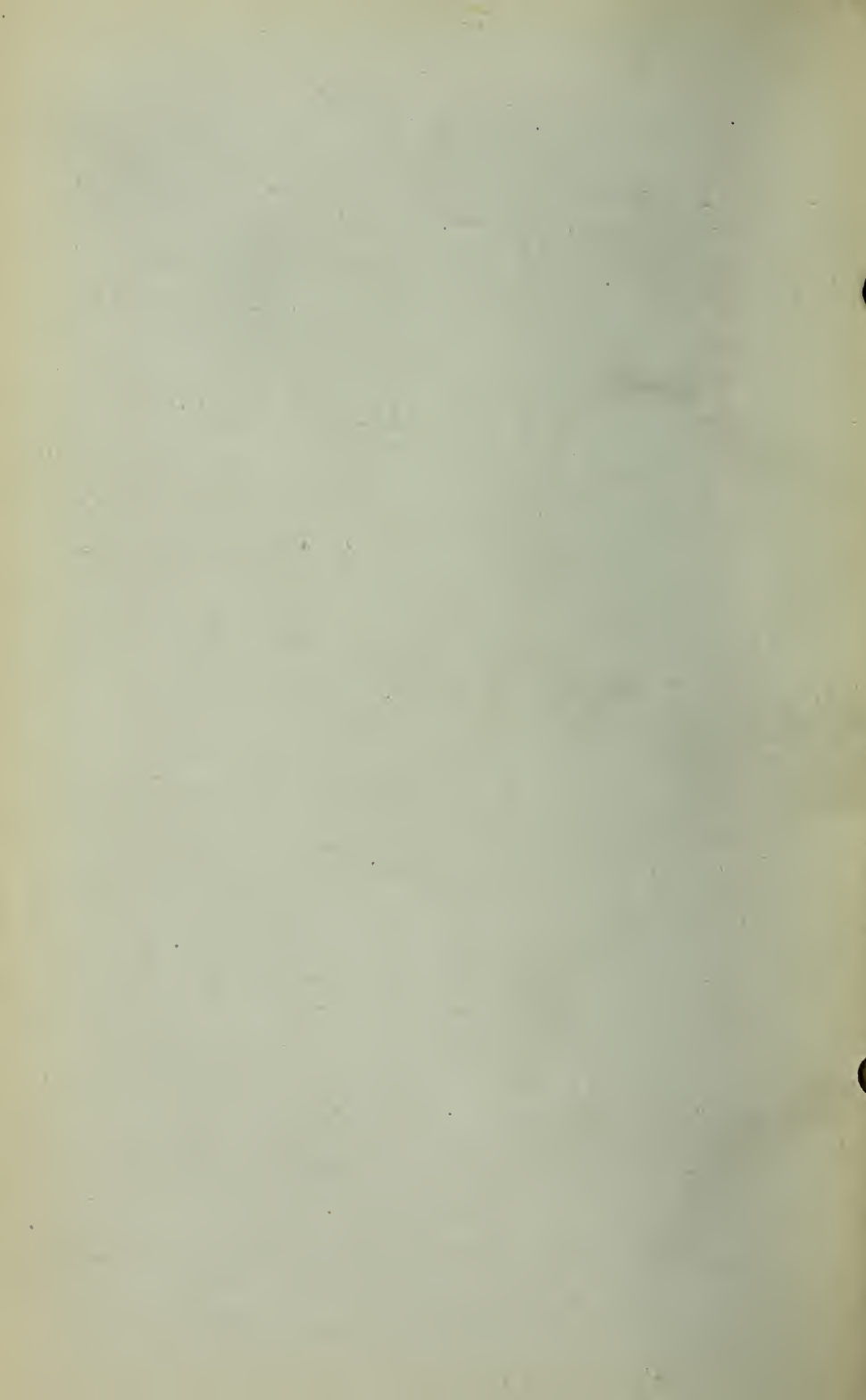
## CONCLUSION.

You have, no doubt, observed by the partial exhibit of some of the departments and interests of the State government, which I have imperfectly brought to your notice, that much patient, faithful labor will be demanded of you, and I hope at the close of a harmonious session, made as brief as careful work will permit, you will have conferred, with the help of God, lasting benefit upon the people of our Commonwealth.

LORRIN A. COOKE.







353.9  
C 76  
1899 Ja

UNIVERSITY OF THE  
STATE OF ILLINOIS  
LIBRARY

# GOVERNOR'S MESSAGE

TO THE

GENERAL ASSEMBLY,

JANUARY SESSION

1899.



# MESSAGE

OF

HIS EXCELLENCY

GEORGE E. LOUNSBURY,

GOVERNOR OF CONNECTICUT,

TO THE

GENERAL ASSEMBLY.

JANUARY SESSION, 1899.



HARTFORD, CONN.:

PRESS OF THE CASE, LOCKWOOD & BRAINARD COMPANY.

1899.



353.9  
C76  
1479

## MESSAGE.

*Gentlemen of the General Assembly :*

The Constitution of this Commonwealth requires the Executive to give to the General Assembly, from time to time, information of the state of the government. But the state of the government is not told by the surplus in your treasury, by the deposits in your savings banks, by the number of inmates in your institutions, nor by any exhaustive array of statistics and figures. It takes in all these and then goes beyond, to the condition of all the people of this State, so far as that condition is affected by the legislation of the past, or should be affected by the legislation of the future. And so the Constitution enjoins recommendations for your consideration.

It provides, too, for recommendations for your reconsideration of measures. It, no doubt, is a sound provision that in your final action on any measure, there is no vote or voice but yours. For the time being, in all matters of legislation, you are the aggregated wisdom and power of the State. But the Constitution recognizes the fact, that there is no body of men, whose "sober second thought" may not be wiser than its first, and so it gives to the Executive the power to ask a General Assembly to reconsider its action. The

Constitution gives no power which does not sometimes becomes a duty. One may have due appreciation of, and profound respect for, those in whose hands supreme power in final action has been placed, and still hold the opinion, that an executive has no more right to sign a measure which he does not approve, than any member of a General Assembly has to vote for a bill which he thinks to be wrong or unwise.

#### FINANCE.

The Finances of the State are in a satisfactory condition, in that the receipts from ordinary sources are once more in excess of expenses. The receipts for the fiscal year ending Sept. 30, 1897, were \$2,382,373.67, and for the year ending last September were \$2,612,385.15. The expenses for the former year were \$2,550,079.02, and for the latter year were \$2,271,521.51. The cash in the treasury, at the close of the last fiscal year was \$463,891.14, a gain over two years ago of \$173,157.29.

This net gain is not large. It suggests no decrease or change in taxation, no increase in any line of expense, except so far as wise increase in one line is offset by wise retrenchment in another.

The last legislature appointed a committee, whose duty it should be to investigate the whole matter of State expense and to report to this General Assembly. Those of you who have been

members of past legislatures, and have investigated somewhat in this same line, know that if this committee has gone to the root of evils, it will report in favor of vigorous legislation which will result in large retrenchment. But this legislation depends upon you, perhaps not upon your honesty, but certainly upon your courage. For when this committee makes its report there will be at once a combination of selfish interests to render it of no effect. If you shall give to this report your careful consideration, and then in the courage of your convictions follow those conclusions which you deem to be sound and wise, you will save to the State for the next two years hundreds of thousands of dollars, and so be able to vote increased appropriations for objects that are worthy and urgent.

In voting appropriations it is well to bear in mind that object for which government was created. Society for its own protection ordained government, and then, of course, government must protect itself. Anything which tends to protect society and to strengthen government is in itself a legitimate object of appropriation. But the voting of money for any other purpose is extravagance and wrong. Fifteen thousand dollars spent in needless printing is extravagance, voted in gratuities as extra pay for services for which the statute fixes compensation, it is a wrong to the taxpayers, and a cruelty to every one of your charitable institutions. For there is not one of

these, which, in its pressing need, is not holding out its hand and asking you for more.

The funded debt of the State is \$3,240,100. Of this indebtedness, bonds to the amount of a million and a half of dollars, and bearing interest at the rate of three and one-half per cent., are due January 1, 1903. This General Assembly should give to the payment of these bonds no consideration which will interfere with wise appropriations for other objects. A State debt is not a State blessing, but undue anxiety for its payment is always a curse. A man may worry over a debt, until, in its payment he starves himself, his wife, and his children, and still find no prosperity in the act. This matter should be left to the next General Assembly which convenes two years before these bonds are due. A larger surplus in the treasury and a larger and more certain income from ordinary sources may show to be wisdom then what is not prudence now.

#### BANKS.

There are now in the State eighty-nine savings banks, with deposits to the amount of over one hundred and sixty-three millions of dollars, and with depositors that number three hundred and seventy-five thousand eight hundred and ten. But these last figures do not correctly give the numbers of individuals who have savings in the banks. They have been swollen by the frequent fact that one and the same person has deposits in several banks. The individu-

als who have made small deposits are much less in number than given statistics would seem to show. Within the last year there has been little or no increase in the savings of the poor, while men of comparative wealth have been using the savings banks as a convenient and profitable means of investment. The millions which have thus gone into the banks have made it more difficult still for these institutions to make safe and good-paying investments, and they have given to rich depositors an interest of four per cent. on the same money which they have been compelled to use in buying bonds whose net income is only a little over three per cent. Any legislation is to be commended which keeps clearly in view the purpose for which savings banks were created, and which, within constitutional limits, guards the small depositors both in their principal and in their interest.

#### STATE BANKS.

The State Banks have the same capital as a year ago, and there is an increase of \$229,417.00 in their deposits. Their surplus and profit and loss accounts are less by \$15,595.

#### TRUST COMPANIES.

With capital remaining the same, the Trust Companies have an increase in deposits of \$485,161, and an increase in the surplus and profit and loss accounts of \$49,744.00.

## EDUCATION. .

The education of the children of this State in the public schools for the last year cost nearly three millions of dollars. Of this amount a little over two millions was for running expenses, that is, for teachers' wages, fuel, and incidentals. The whole cost was equal to a tax of five and one-half mills on all the grand list of the State. This is a large amount in itself, and comparatively it is very large. It costs to educate each one of the enumerated children of the State fifty-five per cent. more than it cost for such child fifteen years ago. And yet general wages are no higher and living expenses are less. There is little complaint of this large cost, for men, as a rule, pay their school taxes cheerfully, but they are beginning to ask whether this vast outlay is so managed as to bring commensurate results to the children and to the State. This question cannot be decided in the discussion of an hour or in the investigation of a year. But the report of your Board of Education has a meaning which you will do well to consider. Connecticut has a school system admirable beyond that of almost any other State of the Union. You have a school board made up of men, able, earnest, and of whom you may well be proud. But year after year there is revealed the same sad significant fact, that there are thousands of children who do not go to school at all, and many, many thousands more who go so little that they are growing up into manhood and woman-

hood with an illiteracy which is a grief, if it is not a menace to the State.

I am recommending no backward step in the matter of the high schools of the State, but it is time for us to stop and consider whether we are not allowing their brilliancy to blind us to the fact that there are thousands of ignorant and neglected children whom the State, through lack of appropriated money, is not molding into good citizens. The compelling agents have done faithful work and have shown excellent results, but the field is far too large for their small number. This force should be enlarged so as to cover at proper intervals the entire State with its efficient work, and increased money should be voted for this purpose. The taxpayers support the schools and the State should see that these schools are filled.

An ordinary child of seven years is both mentally and physically strong enough to go to school, and the law of compulsory attendance should be changed so that the early age limit is seven years instead of eight. Even this gives too short a time for thorough education, and the school year in all the districts should be extended to forty weeks.

#### SCHOOL FUND.

The school fund amounts to two millions fourteen thousand six hundred and eighty dollars and sixty-seven cents. This is a gain of more than six thousand dollars over two years ago. Foreclosures of

mortgages have resulted in small losses and sales of bank stocks in larger apparent gains. The earnings of the fund for the last year, after deducting the whole expense of its management, were nearly one hundred and ten thousand dollars, or an income of about five and one-half per cent. This shows good management, especially when it is considered that the principal of the fund is year by year being placed on a stronger and surer foundation. The State has in this fund a pride which springs from historical associations, and is not measured by the amount of the revenue.

#### GOOD ROADS.

Of the one hundred thousand dollars annually appropriated by this State for the improvement of its highways, over ninety-nine thousand dollars were spent last year under the law. Forty-eight miles of road were thus improved. At this rate it will take more than fifty years to build up a general system of good roads throughout the State. Within the last half century enough has been wasted in the unwise building and repair of roads to construct a first-class highway between all the hamlets, the villages, and the cities of the State. If you can stop this vast waste, and then, to the money thus saved add State appropriations increased by one-third of what you can save by wise retrenchment in other lines of State expense, you can have an unbroken system of excellent roads in less than twenty years. State aid, wisely offered,

will excite local interest, and local interest once aroused becomes the strongest factor in solving the problem of good roads. To the road improvement of every town there should be offered a State supervision which gives to each town the benefit of the experience of all the towns, and which enlightens local authority rather than supersedes it.

The poorer towns of the State are already burdened in keeping open and making passable their many miles of highway. For improvement of roads in these towns the State should bear three-fourths of the expense instead of one-half. We can certainly afford to give to our poor towns a proportion of aid, which neighboring States give to rich and poor alike. The money spent on roads in these towns should be used, as far as possible, in giving work to their unemployed laborers. In this way the money goes from the rich State into the poor town, and after it has done its beneficent work, flows back into the State again over the highway which it has built. There is no real increase in burdens, and the less fortunate share in the general prosperity. The poor hill towns are rich in beautiful sites for summer homes, and good roads are the best ways for opening up these sites to the world.

#### STEAM RAILROADS.

The Railroad Commissioners report no material change in the condition of the steam railroads operating in the State. Of the fifty millions of passengers

transported over these roads, in the year, not one was killed, and only twelve were injured. This shows a fine condition of rail and roadbed, an excellent road equipment, and a high degree of care in the running of the trains. There has been a small decrease in the number of passengers and in the earnings of this part of the business, but this decrease has been more than offset by increase in freight and in the revenue derived therefrom.

These companies have a capital of over ninety-nine millions of dollars, and during the past years the dividends to their stockholders have been nearly five millions of dollars. Their taxes, paid to the State, were nine hundred and ten thousand one hundred and thirty-seven dollars and fifty cents, or more than one-third of its revenue from all sources. The State is to be congratulated on the prosperity of its steam railroads, and the companies themselves are to be congratulated for their excellent management, for a fortunate location of valuable franchise, and for the protection and support of a thrifty and appreciating people.

#### STREET RAILWAYS.

The thirty-one street railway companies of the State have capital stock to the amount of \$10,451,040, a funded debt of \$10,022,800, and floating indebtedness amounting to \$758,828.04. They pay a tax to the State of \$133,052.77.

There is a strong feeling that, on account of dam-

age done to the highways, these companies should pay their taxes to the towns in which their roads are located. But taxation should be on value, according to value, and because of value, and the companies should be compelled to make good in some other way, and year by year, all the damage caused by their roads to the highways of the towns.

#### AGRICULTURE.

During the last year the State has paid for the support of its various agricultural institutions about forty-seven thousand dollars. Of this sum, thirty-five hundred dollars have gone to the State Board of Agriculture, about twelve thousand and seven hundred dollars to the Experiment Stations, sixteen thousand and eight hundred dollars to Storrs Agricultural College, about seven thousand and five hundred dollars to the Cattle and Dairy Commissions, and about six thousand and four hundred dollars to the various agricultural societies and associations.

In your support of the agricultural institutions of the State there can be no well-grounded charge of class legislation. The productiveness of the farm is of universal beneficence, and lies at the foundation of the prosperity of all. Your agricultural college needs no defense for its existence. It was not needed to add dignity to the labor of the farm. It was rather, itself, the outgrowth of the inherent dignity and importance of agricultural work. Your experiment sta-

tions, in driving out deception and fraud from your markets, are answering a need which is universal and beyond dispute, and in shutting out adulterated food from the State and from your tables are a blessing to all people.

The opening up of the fertile fields and the rich pastures of the West to the growth of grain and the raising of herds, and the low cost of the transportation of freight, have compelled the farmers of Connecticut to plan their work on somewhat different lines from those that brought success a generation ago. In the laying down of these new lines the Experiment Stations are of great help to the farmers. The result of the experiment is made known to all, and the practical farmer works its truth into his own material prosperity, a part of which, in many ways, flows back into the coffers of the State. This is far better than deserted farms and a grand list growing sadly less.

#### DAIRY COMMISSION.

The Dairy Commissioner reports that in the main there has been successful work in preventing deception in the sale and use of imitation butter and of adulterated foods. But the profits of this deception are so large that it needs constant watching and the enforcement of stringent legislation. It is not altogether a matter of health. Oleomargarine may not be an unhealthy product, but the State is bound to protect, as far as possible, its farmers and its creameries

from fraud in the markets, and to insure to the citizen the pure food for which he bargains.

#### TUBERCULOSIS.

The last General Assembly passed new laws concerning diseases among domestic animals and repealed the tuberculin legislation of 1895. Experience has shown the wisdom of the change. The new law has worked to the satisfaction of all concerned. It has resulted in the subsiding of unnecessary alarm, in the increased product and consumption of milk, and in a saving expense to the State, as compared with two years ago, of over forty-four thousand dollars. There are over two hundred thousand cattle in the State, and of these only seventy-one have been killed by action of the commissioner, or less than six per cent. of the number thus killed two years ago. An animal that looks well and exercises all the functions of health is counted well. The tuberculin test has been discarded by the commissioner, and the test of common sense again takes the place of a scientific uncertainty. There is no need of any new legislation on this subject. The whole cost of the commission for the past year, including pay for the seventy-one animals killed, was only three thousand, three hundred and eighty dollars and forty-three cents.

#### STATE BOARD OF CHARITIES.

The members of the State Board of Charities report their usual visits to, and investigation of, the

various charitable and penal institutions which are supported in whole or in part by State appropriation. Their views and conclusions will be made known to you, in large degree, through proposed enactments which will embody the spirit of their recommendations. They commend the work of some of the institutions and criticise that of others. They credit the State with a generosity which, if it were always wisely directed, would bring better results. In this day there is no need of argument in favor of the support of charitable institutions by the State. The idea of protection and the sentiment of charity are so intertwined in the minds and the hearts of the people that they are not to be separated. The people freely give their money. They only demand of their legislators that it shall be honestly and wisely spent.

#### INDUSTRIAL SCHOOL.

There is unqualified praise of the management of the Industrial School for Girls. The Henry D. Smith, or Honor Home, has been completed, and it is now a part of the institution. It gives its inmates a higher womanly culture, and its incentive to good is felt through the whole school. There has been a wise change in the work given to the girls. They no longer learn a comparatively useless trade, because it is a source of a small revenue to the school, but they are instructed in vocations which will be of large value to them after their school days are over. The

visiting agent has a supervision of those girls who have been sent out into family homes, and he reports that nearly all of these are leading honest and useful lives. There are many girls guilty of some minor offense who are too old to be received into the Industrial School. Most of these would be saved if there were a Woman's Reformatory into which they could go, but, as it is, they are sent to jail and their ruin is complete.

#### MERIDEN SCHOOL.

There is much of criticism in the report of your State Board concerning the School for Boys at Meriden, and the trustees of that school report an anxious and unsettled year. For six months the school was without a head. The recent appointment of Charles M. Williams as Superintendent, and the good results that have followed from his brief administration, give promise of a better future. It is to be hoped that no radical legislation will be needed to place the school again on the high plane of success.

Since this school was founded it has received three hundred and forty-nine little boys under ten years of age, of whom many had never been guilty of any offense. They simply had no suitable home. There is a good home for every good boy, and it is the duty of the State to find it for him outside of a Reform School. Even since the county homes were established, many of these little boys have been sent to

Meriden. There is no excuse for this action, and it should not be permitted.

The better boys of the school are largely sent out into family homes, and the most of these homes are with relatives and friends. But no visiting agent has the supervision of these boys or looks into home surroundings, which, in some cases, are known to be low and debasing. This is not a faithful guardianship of the wards of the State. In some instances local authorities send a good boy to the Reform School, because they are too shiftless to find a home for him elsewhere. There ought to be a visiting agent, whose duty it should be — except in case of felony — to investigate the character and home conditions of every boy before the Reform School receives him.

#### MIDDLETOWN INSANE ASYLUM.

There is no change in the usual reports of excellent management in the State Hospital for the Insane at Middletown. The vacancy in the office of Superintendent, which was caused by the death of the lamented Dr. Olmstead, has been filled by the appointment of Dr. Charles W. Page, whose well-known ability and experience give promise of high success. The completion of the insane ward at the state prison has brought about the transfer of the insane convicts, and has thus removed a long-standing annoyance. But the asylum is still full to overflowing. It has accommodations for eighteen hundred inmates; but it

holds nineteen hundred now, while many are waiting for admission. There is no doubt that provision must be made at once for the enlargement of the old buildings at Middletown, or for the erection of new buildings there or elsewhere. The committee appointed by the last Legislature to investigate this subject will report to you in the early days of the session. In giving due consideration to expert evidence, which is sure to be conflicting, in ignoring claim of locality and jealousy of opposing schools, in legislating for the good of the many instead of gain for the few, and for the needs of a generation as well as for those of a year, you will reach a sound conclusion in this matter.

#### THE LAKEVILLE SCHOOL FOR IMBECILES.

The State Board of Charities report another year of satisfactory work in the school for Imbeciles at Lakeville. In view of the excellent results shown by this School the Board recommends that increased facilities be given it for remedial and educational work, and that a separate cottage department be established for the care of epileptics who may need a special form of treatment.

#### STATE PRISON.

The average number of the inmates of the State Prison, outside the insane ward, for the last year, was 482. This shows a large and steady increase for several years past. All the cells are full and thirty criminals in the jails are waiting for room in the prison. There

must be at once accommodations for a larger number of inmates at the State Prison, but the necessary and wise extent of this enlargement will depend on your decision concerning a State Reformatory.

The recent defalcation of the clerk of the prison is well known to you all, and its sad history needs no repeating here. It is hoped that the loss to the State will not be large. The warden has resigned, and those of you who have felt the impulses of natural affection will be slow to censure him.

Our penal and reformatory institutions are so closely allied in their purpose and in their work, that it will be wise, some time, to appoint one Board of Commissioners with large and well-defined powers to supervise them all. But the people have grown weary of Commissions that bring large expense and small improvement. The expense will be less and the work will be better when the State appoints one controlling Board and demands that in the management of its charitable, its penal, and its reformatory institutions, politics shall have no right or place.

#### REFORMATORY.

The last General Assembly repealed all previous legislation concerning a State Reformatory and appointed Commissioners to sell the site, to investigate the whole subject anew, and to report to this Legislature. The site has not been sold and the report is a matter of the unknown future. The State faltered in this

work because she had tried to do too much. After the sad and expensive failure of two years ago it may be too early to bring up the matter now. But the experience of other States proves that a reformatory wisely located, planned on the right industrial lines, and caring for the right class of prisoners is of material benefit to the State and a means of reformation to a considerable part of its criminals.

As the population of the State increases there must be a gradual enlargement of the State Prison, the jails, and the Reform School, or you must establish some institution which will care for a portion of their inmates. Within the last ten years three hundred thousand dollars have been spent in the repair and enlargement of jails, a sum larger than would be required to build a first-class reformatory and one ample for all the needs of the State for a generation to come. Some of the inmates of the State Prison are not confirmed criminals, and they would not in any place abuse a chance for freedom. Some of the boys of the Reform School should be moved to a place of severer discipline, while many of the prisoners in the jails would find in the atmosphere of a reformatory an inspiration to a better life.

A reformatory large enough to do a fair amount of good work will cost a hundred thousand dollars. It is for you to decide whether this sum can now be spared from the ordinary sources of revenue. If you lay down these two lines, that there must be no

increase in the debt of the State and no increase in the burden of taxation, you can safely and wisely plan, within these lines, all the beneficent work that can reasonably be asked.

#### STATE BOARD OF HEALTH.

For the last two years the general health of the people of this State has been good, and that too in spite of many outbreaks of epidemics. These epidemics were prevented in all cases from becoming widespread by prompt report and strict isolation. The law of two years ago, lengthening the term of office of the local Boards of Health, has increased their experience, their influence, and their efficiency. Both State and local Boards are working harmoniously along the lines of compulsory report of contagious disease, of its isolation, and the removal of local nuisances. Under the statute they can do little more.

Closely connected with this subject of public health are the water supply and the sewage systems of the State. The last Legislature appointed a Committee to investigate these matters and their report to you will doubtless give much valuable information. Large business interests are involved in these matters, and though these interests should always be subordinate to the public health, no radical change should be made from impulse or upon light consideration. But all the sewage legislation of the future should be had in the light of the fact, that the rivers of Connecticut

should do the work for which they were created and that they should run unpolluted to the sea.

#### LABOR BUREAU.

The Labor Commissioner reports that the work of his Bureau for 1897 was largely in the line of ascertaining the wages, cost of living, and possible savings of the mechanics in the factories and of the clerks in the stores. In the last year there has been a collection of statistics to show the condition of the manufactures of the State, and especially of the cost of labor which goes into the production of textile goods as compared with its cost in other States where wages are lower and the work day is longer.

There are about thirty-five of these Labor Bureaus in as many different States of the Union. In the collection and report of actual facts and accurate figures they ought to do something in the wise directing of that unrest which was given to man to better his condition. They ought to be able to do something to lessen that social discontent which ruins rather than builds up.

#### INSPECTION OF FACTORIES.

The Inspector of Factories reports that during the last year he has visited 1,425 factories and 211 bake-shops, and that the number of employes in these places was 132,180. All the factory elevators in the State were examined and much dangerous machinery

was guarded, while in many places ventilation and sanitary conditions were made better.

The Inspector finds, in some of the factories, work rooms that are not well lighted, and he asks in this matter for legislation similar to that which prevails in other States.

#### FISHERIES AND GAME.

The Commissioners of Fish and Game report signal success in the propagation of shad. In the spring of 1895 they placed half a million of shad fry in a retaining pond whose outlet flows into the Farmington River. In the fall of that year they let out into the open water these little shad which then had grown to be from three to five inches long. Three years later, that in 1898, thousands and thousands of the finest adult shad were caught in the Farmington River for the first time in many years. One fingerling fish liberated into the running water where he must struggle for his existence is worth a hundred small fry let out in the same conditions.

In 1897 the Commissioners carried six millions of shad fry in the retaining ponds in the town of Lyme, and in the fall let them out into the Connecticut River. In 1898, they treated over nine millions in the same way, and they predict that in two or three years there will be a great abundance of shad in that river.

The Commissioners advise the State to construct a hatchery for trout and salmon in waters that are situ-

ated about a mile from Windsor Locks. They say that the site has all the conditions of success. They also advise the State to secure a retaining pond for shad in the Housatonic River, below Shelton, and predict that if this is done, that river will soon teem with shad, as it did fifty years ago.

You will do well to heed the suggestions of the Commissioners concerning game and the advantage which will come to the State from its preservation.

#### SHELL FISH.

The report of the Shell Fish Commissioners shows little change in the receipts, the expenses, and the work of their department. Owing to the failure of the oyster set the last year, any increased taxation now would be a hardship to the owners of the oyster grounds, and probably, in the end, a loss to the State.

#### RECORDS.

There is much uncertainty in regard to the condition and lawful custody of many of the records of the State, and of the records of its towns, its counties, and its courts. The State should inquire into this matter, and should see that the preservation of these records is made certain, and their accessibility secured, to those who have the right or the duty to use them.

#### BUILDING AND LOAN ASSOCIATIONS.

The Commissioner of Building and Loan Associations reports that during the last year there has been

a marked increase in the business done by these Associations and in the amount of their assets. He says that they evidently enjoy the confidence of the investing public, and that when their business is rightly conducted their success is not an experiment. He calls attention to several defects in existing laws, and recommends legislation which you will do well to consider.

#### NATIONAL GUARD.

The Adjutant-General reports that there is no change in the condition of the National Guard except that which has been brought about by the war with Spain. There are no recommendations to be made except those which have been suggested by that conflict.

Our present National Guard compares favorably with those of other States, but the war with Spain gave a lesson which all the States should heed.

As long as human nature remains what it is, war is inevitable. There is no enduring peace for a nation except that which is based on the ability to wage successful war. Even the undisturbed sessions of a Peace Congress are due to that silent or active force of arms which at all times upholds society. Since this government was established there has been a war for every generation, and into all of them we have been plunged unexpectedly and unprepared. The slipshod military policy of this nation in time of peace would have

brought disgrace to our name, had it not been that, with waste of treasure and needless cost of blood, the inborn manhood and valor of the American Citizen were disciplined into the endurance and courage of the successful soldier after the wars began. Whether we have entered upon a career of imperialism or not, whether "Westward the course of Empire" has taken its way to influence a nation, whose responsibility for good, first to its own people and then to the world, is equal to its power, one thing is certain, the United States will have a larger standing army. In all the States there will probably be National Guards, supported in whole or in part by the National Government, subject to its call and so highly disciplined as to be indeed a reserve force. Between the Nation and the State there should be a National Guard, made up of two lines of soldiers. The line nearer the Nation should be composed of men, who, from patriotism or love of a soldier's life or the inspiration of military ambition, enlist, not for ninety days, but for any war in which the Nation may be engaged and who, prevented by no domestic or business ties, are ready to follow wherever the flag may lead. This line of soldiers, enlisted, supported, officered, and disciplined by the National Government, should be, in the first stages of any war, a force almost as reliable as the veterans of the regular army.

The second line of the National Guard, and the one nearer the State, might be made up of men whose

business or domestic relations would not permit a long enlistment in actual war. Supported, officered, and disciplined by the State, they would be ample for the maintenance of peace in times of peace and of help to the Nation in time of war. But both lines should be imbued with the true military spirit. There should be little room for the exercise of political ambition. Least of all should there be in either of them the suggestion of a social club run at State or National expense.

The State of Connecticut will not be obliged to plan for the defense of its shores, for hereafter no sane man will lift his voice to oppose the building by the Nation of a Navy large enough and strong enough to defend all the waters that wash our coasts.

It is probable that before the rising of this General Assembly, the Congress of the United States will have passed some military bill which you in your legislation may wish to meet.

In the Soldiers' Home at Noroton Heights there are 490 inmates and accommodations are asked for a larger number. It is an admirably managed institution and it should have the generous support of the State.

#### PUTNAM MEMORIAL PARK.

The Israel Putnam Memorial Park Commissioners report that decided improvements have been made in the grounds of the Park, that a supply of pure water

has been procured, and that a granite monument has been erected in memory of the unknown dead buried there. More than thirty-five thousand persons visited the Park during the year. The Commissioners ask for an appropriation for the purpose of erecting a fire-proof building to hold the Revolutionary relics and to build a cottage for the keeper of the Park. These buildings are needed for security and convenience.

#### CONSTITUTIONAL AMENDMENT.

The Constitution of this State and the Constitution of the United States were largely framed along the lines of that Connecticut Constitution which was in existence a hundred years ago. In this State we have left undisturbed the prerogative of the town in the matter of representation. The Constitution of the United States gives to each State the same prerogative of representation in the Senate. The prerogative of the town in the one case is the same as the prerogative of the State in the other. But the United States provides for Congressional districts of equal population. The Senatorial districts of this State should be arranged on the same basis. I therefore recommend that the initiatory step be taken in the passage of a Constitutional amendment which shall provide for the division of the State into Senatorial districts of equal population.

## CONCLUSION.

Senators and Representatives. By the votes of your constituents and by the voice of a great people the destinies of a State have been placed in your hands. It is high honor, it is deep responsibility. I am aware that no words of mine can add to the sacredness of the oath which you have taken. The memories of the past, like voices from afar, are calling to you for lofty purpose and for honest work. And the State, that it may endure, demands from every one of you an eye which is single to the public good, demands a hand which scorns the corrupt reward and is strong to guide and to shield, demands a soul which, true to itself, is true to the rights of all.









353.9  
C 76  
1901 Ja

LIBRARY  
OF THE  
UNIVERSITY OF ILLINOIS

# Governor's Message

*To the* GENERAL ASSEMBLY

*January Session* ❀❀❀ 1901





# M E S S A G E    O F

*H i s   E x c e l l e n c y*

*George P. McLean*

G o v e r n o r   o f   C o n n e c t i c u t

*To the* G E N E R A L   A S S E M B L Y

January Session, 1 9 0 1





353.9  
C76  
1901 Ja

# Governor's Message.

---

*Mr. President, and Gentlemen of the General Assembly:*

The tendency of custom has been to limit the performance of the duties required of the executive in Section 8 of the Fourth Article of our Constitution to a single communication delivered at the opening of the session and accepted by the General Assembly as a commendable rhetorical exercise to be listened to with respect and printed and retired to its proper archive at the expense of the State.

It is not my expectation to improve upon this custom, but it is my purpose to omit at this time much of the usual statistical information contained in the reports of the several departments, and briefly call your attention to a few matters now uppermost in the mind of the people.

## **Constitutional Reform.**

The Constitution of the State of Connecticut, like those of her sister republics, always has been, is now, and always will be complained against by good and patriotic men.

The State of Connecticut is, however, by the testimony of all her loyal sons, as good a State to live in as there is in the Union.

Many of her blessings are due to the wealth and variety of her natural endowments, but many more are due to the wisdom of the fathers who laid the foundations of her government in the adamant of morality and justice.

For more than two centuries the fundamental law of Connecticut has been the admiration and inspiration of the representative republics of the world. And if the citizens of Connecticut have preferred stability to uncertain change, their choice has brought them great prosperity and the reputation of being a people of steady habits which, with God's help, may they long retain.

Nothing is so destructive of credit and the general well-being of society as constant modification of fundamental law, and injustices in a constitution offending theory only may well be preferred to experimental attempts at impossible ideals.

The general plan of our constitution in its protection against the wrong kind of liberty is, in the judgment of many, better than that possessed by any other State in the Union. I do not say that it is perfect. Perfection is hard to find in temples made with hands.

We are told that a perfect form of government is possible, and that it will be the one that runs in exact

harmony with the immutable laws of Nature. This may be true, and when discovered still be unsatisfactory, for some of the best of us will, I fear, always find occasion to criticise natural regulations.

On the other hand, we need never fear to remedy a manifest wrong in fundamental law, if that wrong clearly affects a majority of the people. And the minority, however dearly it may cherish the law that causes that wrong, should remember that the very life of a democracy depends upon the patriotic obedience of all to the will of the majority. We must expect to amend our constitution for years, if not for centuries to come. We should be willing and even glad to do so when natural causes that could not be foreseen have, in the course of time, rendered an amendment a plain duty.

In 1639 when the State had but three towns, each town was given four deputies to the General Court, and it was further provided in the first of written constitutions that whatever other towns should thereafter be added to Connecticut, "They shall send so many deputies as the Court should judge meet a reasonable proportion to the number of freemen that are in the said towns being."

It was then the definite expressed purpose of the founders of the State to give to each town such number of deputies as would be in reasonable proportion to the number of freemen therein, and to every town

some representation. It cannot be denied that this apportionment was conservative, wise, and just.

At present, owing to a very large increase in the population of some towns and very little, if any, in others, it is theoretically possible for less than 20 per cent. of the people of Connecticut to elect a clear majority of both branches of the General Assembly, and so secure absolute control of the entire State government, and as an adjunct to this unanticipated departure from the original intent of the founders, some towns having a population of less than 500 retain two representatives, while others having ten times that number are entitled to but one.

Some of you may be tempted to point to the proposed increase in the Senate as fully satisfying the spirit of the constitution. I cannot see wherein this amendment can be soberly considered as a remedy for the real and growing injustice in the apportionment of the representation in the House. The Senate in name, purpose, and history is the smaller and conservative body, and it should in my judgment remain such.

There are at present eighty-seven towns having two representatives and eighty-one towns having but one. If each town is given one representative, and there is added to every town exceeding a certain population one representative for each ten thousand or more of such excess, you will fairly and substantially remove the present injustice, and still re-

tain the federal or territorial element in the present constitution.

It is a compromise, but an honorable and logical compromise, in which the people gain much, and the towns save much in retaining a privilege which to them is an education and a dignity as dear and sacred as it is conservative and beneficial to the State.

A reapportionment that would entirely deprive the smaller towns of their individual representation would be a radical and complete departure from the plan of the founders, and I fear that any attempt to secure such a reapportionment would be as unsuccessful as it would be unwise. Many of us still believe in the little town republics. And whether they created the State or the State created them, they have lived together in harmony and stood shoulder to shoulder in defense of each other and the State too long to become antagonists now.

If, upon careful and unprejudiced deliberation, you become convinced, as I am convinced, that a fair reapportionment of the representation in the coordinate branches of the General Assembly is due to and greatly desired by a large majority of the people of Connecticut, the manner in which the constitution shall be altered to allow such reapportionment will be of next importance.

You will hear much about the necessity of a constitutional convention from many zealous and farsee-

ing men, but I caution you that in adopting this plan you would open the door to guest and stranger alike and throw the key away. I can see no argument in favor of this irregular, expensive, and wide-open policy but that of speed. It is cutting across lots in the dark with many ditches to avoid, and some of us were wisely taught by our fathers that "the longest way around is the shortest way home." There is ability enough and to spare in this Assembly to compile if thought best the nineteen pages of our present constitution, save the living provisions, and add thereto such changes as you may approve.

The constitution so compiled and amended would be printed with the laws enacted by you and freely circulated and discussed during the next two years, and when finally submitted to the people it could be voted for intelligently and without fear of hidden flaw or deception.

It should also be remembered that most of the vital provisions in our present constitution have been judicially construed by our Supreme Court, and any change in the text, however slight, might entail much hardship, uncertainty, and expensive litigation.

In view of the large number of self-professed experts in constitutional surgery who, anticipating the pleasures of unrestricted vivisection, have already provided themselves with knife and antiseptic, you will, in my judgment, serve and please the people best by permitting the use of such remedies only as

may be necessary to preserve the vigor and spirit of the trusted guardian of the people's rights.

The proposal to require the election of County Commissioners by the people, and all similar tilting for party advantage, have no place in this discussion, and should in my opinion occupy but little of your time. The constitution is a limitation and should never be made a code.

If any change is needed in the manner of choosing County Commissioners or the Judges of our minor Courts it does not, I think, lie in the direction of the town caucus.

The amendment now pending which provides for plurality election of State officers, although clearly undemocratic in theory, is abundantly approved by precedent and experience, and until some plan is devised whereby a majority can express its choice at one poll it will be more satisfactory than the present ultra conservative method.

As a possible help to a clear understanding of the history and purpose of our constitution and the present need of a change in the apportionment of the representation in the General Assembly, I recommend that each member be supplied with a copy of Dr. J. Hammond Trumbull's Historical Notes on the Constitutions of Connecticut, printed by order of the Legislature in 1873.

**Taxation.**

The government owns nothing and gets nothing that it does not take from the pockets of the people. The equalization of this contribution for the good of all is a matter of first importance and presents a most difficult problem to solve, if not an impossible one. Volumes have been written on this subject, and State Legislatures have blindly stumbled and groped to find their way out of the dungeon of unequal taxation. That nature has provided a way somewhere many writers assert, and a few are bold enough to indicate its exact location. Others, including the late David A. Wells, point out the difficulties but leave the remedy "for time to effect."

That our present system of taxation is in many respects unscientific and unjust, thinking men at all familiar with fiscal matters freely admit. For years state legislatures in their anxiety to reach credit and money at interest have driven the spear of double taxation safely by the body of the intended victim to the very heart of the suffering borrower. The taxes on real estate have been so queerly adjusted in Connecticut that you can find within easy sight of this Capitol, land and houses on one side of an avenue paying a ten mill tax and land and houses on the other side paying a twenty mill tax. You will find in some of the remote country towns that tax rates have risen to twenty-three mills on a dollar, bringing

little in return but invulnerable bushes and impassable highways.

While much of this trouble as to real estate could be remedied by an equitable and conscientious enforcement of the theory of the existing laws, the laws that relate to taxing personal property are, in the opinion of most writers upon this subject, fundamentally wrong. Our existing law which puts a small tax ( $\frac{4}{10}$  of 1 per cent.) in lieu of local taxation upon certain securities is a compromise with conscience and an admission that it is impossible to enforce equality in the taxation of this class of property.

To-day the greater part of the personal property is in shares of corporations and these corporations are all within easy reach of the State, which has granted their charters and can demand from them whatever details of their business it may desire. Railroads now pay their tax directly to the State and their shares are exempted. Manufactories are taxed on their property where they are located and their shares also exempted.

There is no reason why the so-called "moneyed corporations" should not be taxed directly by the State, instead of indirectly through their stockholders wherever these may be found. The revenue thus secured could be returned to the towns where the owners reside. This would secure uniformity and check evasion.

The problem of the "back town" to which allusion has already been made is a grave one. There are a number of these remote from lines of communication and devoted under adverse social conditions almost exclusively to the cultivation of an unfriendly soil, that are declining in population, in business activity and wealth, and where the only increase from decade to decade is in the rate of taxation. There are whole towns which would not to-day sell at auction for the amount of their tax lists, and with the vagaries of the very rich it would not be surprising if some multi-millionaire should undertake to buy a Connecticut town and own it with its seat in the Legislature as his personal perquisite. The difficulty is to find how to aid such communities in bearing the expense of their roads, their schools, and the care of their poor, how to make them desirable homes for the industrious citizens, and still preserve the autonomy of the towns themselves and the independent self-government of the people which is the heritage and the privilege of every citizen of Connecticut.

The present law which provides for State assistance to these towns in the maintenance of their highways is eminently proper, and should be continued.

The tax rates on real estate would be lowered if the law required every man to make oath to his list, either in person or by his accredited agent, under a

severe penalty for neglect. The present law in this regard is a direct invitation to the rich man to neglect to make out his list, lock his safe deposit box, and leave the good-natured assessor to add ten per cent. to what he can find outside. A law that would require the Judges of our Courts of Probate to examine all inventories of estates of deceased persons and assess and collect any tax that the owners evaded when living, might be a wholesome warning to those who think that it is perfectly proper to let other people support the government.

If a law could be framed that would by its terms secure the appointment of a scientific and broad-minded student of fiscal matters as tax commissioner, this officer would, in a short time, be worth many times his salary to the people of Connecticut.

### **Purity of the Ballot.**

If you can discover any combination of words which, enacted into a law, will stop the buying and selling of votes, you should lose no time in making such discovery, for it is, I fear, the general impression that much of the legislation now on the statute books looking to that end, in reality does little more than encourage falsehood and deception.

I do not wish to discourage further experiment in penal legislation. Neither do I advise repealing existing laws until more effective ones have been substituted. But I am firmly convinced that while

laws prohibiting bribery at the polls are a present necessity, we may find it profitable to look elsewhere for the true remedy.

The law of self-interest is the one that controls mankind on election day, and the only thing that prevents its automatic operation is ignorance. If every elector could be made to realize that when he goes to the ballot-box he goes to decide a case in which he is generally defendant and a selfish world is plaintiff, the price of his vote would soon be too high for any possible purchaser.

It is to be remembered also, in this connection, that an honest but ignorant voter, and a voter, otherwise intelligent, who puts party loyalty above the good of his country, are serious obstacles to the growth and well-being of that country. An intelligent majority is as important as an honest majority. The greater the prosperity the greater the danger of national dissipation and consequent suicidal inclination, unless with all our getting we get wisdom.

The best time to make a man honest is before he has become dishonest. As soon as a boy is able to read he should be made to read, remember, and, if possible, to understand, a few of the basic principles of political philosophy. He should be taught no party creed, doctrine, or ism, but he should know what a democracy is before he is called upon to run one. He should know that a government cannot perform miracles, or get a dollar that it does not

take in taxes from his or his neighbor's pocket. He should know that his government must depend upon him for its existence, not he upon the government for his existence. He should be taught that in a democracy he and his fellow citizens have simply entered into a contract for mutual protection, and that the government is their agent to enforce obedience to that contract, and that this agent does not owe any man a living, but must depend upon alms for its own support. He should be taught before he is twenty-one that when he is twenty-one he becomes an integral part of a sovereignty, and that his vote may preserve or destroy that sovereignty. He should be taught that in a democracy the people and not the government is sovereign, and that power goes from the people down to the government, not from the government up to the people. He should be taught that his ballot is his crown, and to sell it is treason to himself and his fellow-men. He should know that the man who neglects to take an intelligent interest in the political well-being of his native town, city, State, and nation, neglects his first duty as a citizen. I emphasize the word "intelligent," for otherwise his activity would be a positive force for evil. He should learn to try, at least, to distinguish between reforms and reformers. They may be coincident, but not necessarily. The political crimes of history have been committed in the name of reform. He should learn that a lie can be printed,

and that printing it in red ink does not make it the truth.

In other words, when a boy is learning to read and cipher, would it not be possible to teach him a little something of what he is learning to read and cipher for?

This subject is one of great interest to those in charge of our high schools, and it may be possible to extend this interest to the common or district schools. The Constitutions of the State of Connecticut and the United States, with such simple explanations as might be added with the full approval of all intelligent and patriotic men, would be all the text-book needed, and if the experiment did not make statesmen of all the rising generation, it would be worth the cost if it started any considerable number of our boys on the road to intelligent, honest citizenship, who otherwise might join the ever-increasing army of doubtfuls.

### **The Departments.**

You will be furnished with reports of all the departments of the State government. These reports are largely statistical, and have become so voluminous that it would be impossible for me to review them in this communication. I shall recommend for your consideration later in the session such suggestions as I may desire to offer looking to efficiency and economy in the public service, but I cannot at this

time attempt to do more than call your attention to a few subjects of special interest.

The reports of the Treasurer and Comptroller indicate wise and economical supervision of State funds. The thrifty condition of the treasury is, however, an invitation to strict economy rather than extravagance. Connecticut should pay her debts in full, and then try to reduce rather than raise existing rates of taxation.

### **State Prison and Humane Institutions.**

The State prison, reformatory, and humane institutions received from the State during the year ending September 30, 1900, \$570,411.33.

These institutions are, so far as I am informed, under careful supervision. Nevertheless I believe that the fiscal management of a large number of these institutions should be put under one head or board of control. In view of their ever increasing demands upon the treasury, which cannot well be avoided, it will be wise to examine with care any suggestions looking to the greatest possible economy in the expenditure of the funds appropriated for their support.

### **Public Health and Safety.**

I recommend to your careful reading the report of the State Board of Health. It is unnecessary for me to suggest that the work of this board is of vital

importance to the State, and that money spent in preventing disease is exceedingly well spent.

### **State Board of Charities.**

The recommendations in the report of the State Board of Charities looking to the adoption of an indeterminate sentence for certain offenses, should receive your careful consideration. Experts in prison science believe that the best way to save the community from the professional criminal and to save the habitual drunkard and "rounder" from himself is by this indeterminate sentence, under which the first consideration is the prisoner and not the punishment. Under this system those who have proved themselves unfit to be at large are held in restraint, not a certain number of days for a certain amount of crime, but until they give evidence of a determination and ability to live within the law. A bill having this object in view was presented to the last session and printed with the laws.

### **Sewage.**

The Sewage Commission created in 1897 should be sustained and continued. This subject is also one of vital importance, and the recommendations of the present commissioners have already been of great value and assistance to some of our cities.

### **Trolley Roads.**

The increase in mileage and general growth of our electric railways has at the same time added new and grave dangers to the public. Some provision should be made for a general supervision of these roads by State authority.

### **Banking Laws.**

The present statutes relating to State Banking Institutions are antiquated and out of harmony with the national banking act. Such appropriate amendments as may be necessary in this regard should be adopted.

### **Highways.**

The report of the Highway Commissioner contains many practical suggestions of value in the repair and maintenance of highways. The present law, in its general provisions, has stood the test of thorough trial, and very few, if any, changes will be recommended.

### **Fitch's Home for Soldiers.**

The Soldiers' Home at Noroton should receive such additions as may be necessary for the care and comfort of all worthy veterans who need and deserve assistance from the State.

### **Agriculture.**

In agriculture, as in every other industry, we must keep abreast of the times, and constantly strive to wring from the jealous lips of Nature her uttermost secrets. I believe that the pursuit of scientific agriculture should be given more careful study and encouragement by the State. The experiments at Windsor have already demonstrated that tobacco can be successfully grown under cloth, and that tobacco so grown will easily sell for 75 cents a pound. These experiments should be continued, for I am told by conservative experts who have examined the Windsor tobacco that it means millions of dollars to the tobacco growers of Connecticut in the near future.

The scientific culture of fruits, vegetables, and grasses, and the return of sheep to our bush-grown hillsides, are subjects which should receive the generous attention of the government.

In this connection I wish to say that I believe it very bad economy to permit the extermination of the trout and game birds from our brooks and woodlands. A brook well stocked with trout or a cover well stocked with partridge or quail will in the near future bring a larger proportionate profit to its owner than any other investment. A step in the right direction was taken by your immediate predecessors, but the law lacks means for its enforcement. The slow torture and strangulation of the partridge

should not only be prohibited, it should be stopped by detection and punishment as other forms of torture and cruelty are stopped.

Many States of the Union have found it necessary to prohibit the sale of game entirely for a term of years. Certainly no man should be allowed to enter the premises of another for the purpose of taking trout or game birds found thereon, without the written consent of such owner. Non-residents coming into Connecticut to shoot or fish should pay a license fee.

The law protecting deer should be extended and ample provision made for its enforcement.

An intelligent treatment of this subject would add greatly to the value of many of our remote farms and preserve one of nature's greatest blessings.

### **Corporations.**

The corporations doing business in Connecticut are under your supervision. Some of them enjoy franchises of great value. They are proper subjects for taxation and should pay their full share of the expenses of the government which protects them in the enjoyment of their privileges. But in your treatment of them it is well to remember that they are great economic armies, the direct product of industrial necessity, I might almost say that Nature developed them for her own subjugation. The corporations in the United States are the trained

regulars that must fight the industrial battles of America against the world. If any of them in Connecticut seem to oppress instead of benefit the people it will seldom, if ever, be the fault of the franchise or combination of capital in itself. It will be the fault of the men who manage or control that franchise. Examine then, and regulate, and demand honest and economic service, but never cripple or destroy an American enterprise whose purpose it is to cheapen the cost of production or transportation. The American people will not and need not endure monopolies. If it ever becomes possible for monopolies to be created by contract, such combinations must either be a positive benefit to the people of their own volition or suffer such governmental visitation as they will deserve.

### **General Legislation.**

Divorces and releases from State prison as well as many other matters requiring judicial consideration have been wisely committed by your predecessors to appropriate tribunals. The creation and organization of corporations should as far as possible be left to the direction of safe general legislation.

The necessity of adopting uniform legislation in the States of the Union is a matter of growing importance. Every possible encouragement should be given to the Interstate Boards in their efforts to secure uniform laws regulating marriage, divorce,

descent, wills, insolvency, commercial paper, notarial certificates, acknowledgments of deeds, and the standards of weights and measures. The president of the State Board of Commissioners for Promoting Uniformity of Legislation in the United States is a learned and conscientious member of the Connecticut bar, and his suggestions upon this subject deserve most careful consideration.

The labors devolving upon the Clerk of Bills are constantly increasing. It is to him that your committees look for elimination of error of every name and nature, and it is to him that the people must look in a great measure for the ounce of prevention to save the pound of cure. Such capable assistance as may be required by this officer to insure the careful and scientific statement of your favorable reports should be freely furnished as an economical and wise precaution of first importance.

Free public employment agencies; free text-books in the public schools; woman suffrage in municipal matters; and additions to public institutions will press for your consideration. The committee appointed to revise the statutes of Connecticut will report to you some needed changes in existing laws.

It can safely be said that no General Assembly in recent years has had more important and troublesome questions to answer than you will have, but I believe that the State has in you a representative and intelligent body of men, 'de-

terminated to do your whole duty without delay or intentional error. Connecticut should have the best of everything, for the best is the cheapest, but the best cannot be attained as long as public offices are looked upon as State or party charities. The State, like any other corporation, is most economically managed by paying well for experienced and able service and the employment of no more than is necessary. A strict and unbending adherence to this rule will meet with the hearty approval of our constituents. Yours is certainly an opportunity to set an example that will be of inestimable benefit to yourselves and your successors, as well as to the commonwealth. It is as much your duty to be present during session hours as it is the duty of the farm hand or mechanic to give full time to his employer. An adjournment for want of a quorum reflects no credit upon the highest deliberative body of a sovereign state, and it is a positive wrong to the members who are present and ready to do their duty.

You will no doubt resolve to make this a short session, a courageous, hard-working and exceedingly careful session. It is in your power to keep that resolution to the letter, and leave a record that will be the best as well as the first in the twentieth century.

Connecticut is as honestly governed as any State in the Union. The credit of Connecticut is as good as, if not better, than that of any other State in the

Union. The general prosperity of the people of Connecticut is not now excelled by that of the people of any other State. It is a condition to be proud of, and it is also a condition to be careful of.

From fifteen to twenty thousand public statutes are enacted in the United States every legislative year, and nearly half of this great number are direct repeals or amendments of existing laws. If you have a reasonable doubt of the accuracy of your diagnosis of the civic diseases brought to your attention you will escape censure if you leave the patient to the untrammelled efforts of Nature.

### **Conclusion.**

It has been truthfully said that had Adam lived until the present day he would have seen more of material progress in the nineteenth century than in all his previous career. And we can all easily believe that the wonderful achievements of the nineteenth century are but the foothills to the sublime ranges of the possible that lie above and beyond.

For the noting of events and the interchange of opinion, for the making of contracts, political and commercial, the civilized world of to-day is not as large as was Hartford County in the year 1801.

With the completion of the Isthmian canal, a distance equal to the entire width of the Pacific ocean will be removed from the Western Hemisphere, and the United States will be given the central and con-

trolling position among the nations. Geographical and racial isolation have become impossible. The nations of the earth are fast becoming one kindred in spite of themselves, but it does not follow that they will live together in peace.

Conservativte students already predict that the tropics must in time come under the guidance and control of the intelligence of the temperate zone.

The great industrial war of history has already been declared by the nations, each against the other for the control of the markets of the world. And some people believe that the decisive battle will be fought between Anglo-Saxon democracy on the one side and Russian absolutism on the other.

The Creator has given us in coal, iron, and fertile acres the power to conquer in the end for the good of all mankind, if we but use that power wisely.

The American republic has become a great industrial democracy, guided and controlled by political parties. The responsibilities of the dominant party cannot be expressed in words, and its sincerity and loyalty to the people will be judged by its deeds alone.

I believe in the Republican party because the spirit of freedom became incarnate at its birth; because it has been the party of courage, achievement, and faith in the future; because it has never yet trailed the pennon of individual liberty in the dust of dishonor. The Republican party is just now

drinking deep of the cup of self-confidence,—it is sometimes a dangerous potion.

In our admiration of the river of prosperity that is now flooding the republic from ocean to ocean, let us not forget that the sources of that river are the toiling million and not the few men they have chosen to represent them in the halls of legislation.

Let us remember in State matters, as well as National affairs, that our first concern should be to educate and elevate the man who works for his daily bread, for upon his industry, economy, intelligence, and honesty depends the future of the Republic.

You and I are possessed of a little brief authority. It will sometimes be hard to say no, and sometimes hard to say yes, and whatever we say we shall make mistakes, but our constituents will be generous and forgiving if we do not leave undone the few important things that we clearly ought to do. We stand in the battle line of a new century. The *Qui transtulit sustinet* of the fathers floats triumphant above us. In our defense of this beloved standard let us ever be mindful that it is the signature of a republic and the seal of a government by the people.

*G. P. M. Lewis*







353.9  
C76  
1903 Ja

# THE MESSAGE

of His Excellency

Abiram Chamberlain

THE  
Gov<sup>R</sup> of Connecticut



*To the General Assembly*

1 9 0 3

PRINTED BY THE  
THE STATE PRINTING OFFICE, HARTFORD, CONNECTICUT

1903







*T H E*  
**M E S S A G E**

*of His Excellency*

**Abiram Chamberlain**

*T H E*  
**Gov'r of Connecticut**



*To the General Assembly*

**I 9 0 3**

---

*HARTFORD PRESS*  
THE CASE, LOCKWOOD & BRAINARD COMPANY  
*I 9 0 3*



353.9  
C76  
1903 J2

## MESSAGE.

---

**Mr. President and Members of the General Assembly :**

**I**T is my gratifying privilege to welcome you to this place of assembly dedicated by our State for the use of its legislators in the discharge of the duties imposed upon them. By the will of the people, an important trust has been committed to you, and in accepting that trust, you are confronted with responsibilities which demand serious and deliberate attention.

I am not unmindful of the honor conferred upon me by the people of this Commonwealth, and it will be my endeavor to discharge, with fidelity, the duties of the high office to which I am called.

We must not lose sight of the fact that we are serving the people, and our endeavor should be to render such service as will reflect credit upon the good old State of Connecticut we love so well and which has honored us in so signal a manner. Your duty is to enact the laws; that of the Executive, to *execute* them. Therefore it will not be the purpose of the Executive to recommend at length, but rather

to suggest such action on your part as he may in his judgment deem of special importance.

The opportunity to introduce measures for your consideration will not be neglected, and you will have much labor to perform in determining your action upon them. In a careful analysis, personal interest, and it might be said selfish motives, may be discovered in many of the bills offered.

Connecticut is a State of which we are all proud. Its foundation was laid by men whose memories we cherish. From them we have received a legacy such as no other people has inherited, and it is our duty to guard it well, that we may transmit to our children our own goodly heritage.

We have great reason to be thankful for the abundant prosperity which prevails not alone within our own borders, but throughout this great country. Let us therefore rejoice and give thanks to the Almighty Ruler of the Universe for the great blessings which He has bestowed upon this State and Nation.

Since the adjournment of the last General Assembly, our country has been called upon to pass through a deep sorrow in the untimely death of a great and beloved ruler, William McKinley. "The deep damnation of his taking off" by the bullet of an assassin, plunged the country into overwhelming grief and aroused the righteous anger of the entire nation.

The people loved William McKinley not alone

as President, but as a wise and good man. We take a just pride in the fact that, in passing through the great trial, at no time did our government give any evidence of instability ; it was a critical period, full of danger, and if legislation can be devised that will provide needed protection to men in high official position, it is your plain and imperative duty to enact it.

## Representation in the General Assembly.

Conditions have greatly changed since the written constitution of Connecticut was adopted. Its plan of representation was not entirely satisfactory, but it gave to the people of each town a representation sufficient for their needs. Under it our State has grown and prospered and the rights of the people have been secure ; but with the large increase of population in a few towns, and the concentration of more than one-half the population of the State in eleven of these, there has been presented a problem the solution of which has received the earnest attention of many thoughtful and patriotic citizens who earnestly desire what is right and what is best for the people of this State.

It is my opinion that in the House of Representatives it is best for all the people of Connecticut that the people of each town shall forever have one representative, but it is also best for all our people that the people of every town shall have a repre-

sentation sufficient in number to carefully and intelligently attend to every matter of legislation in which the people of such town are interested.

While one intelligent representative will be sufficient for many towns, the large towns need and are justly entitled to more. Governor McLean, in his message to the last General Assembly, clearly pointed out the justice and the necessity of a change. That body took up the question and finally decided to refer to the people a proposition to call a Constitutional Convention, whose duty it should be to frame and submit to the people a new form of Constitution for their action. The people voted that such convention should be held, and on January 1, 1902, there assembled in this hall one hundred and sixty-eight delegates. In my judgment, there has never been assembled in this State an abler, more conscientious, and more patriotic body of representative Connecticut citizens. The discussions in town meetings, in the public press and upon the platform, and the debates in that body, have given to the people of this State an education upon the organization and development of their State government, the rights of towns and individuals, which they would not otherwise have obtained, the value of which cannot be estimated.

The form of Constitution submitted to the people by that Constitutional Convention was rejected doubtless because its plan of representation was unsatisfactory.

In my opinion, it is your duty to give early consideration to this subject and faithfully try to agree upon a proposed amendment to the Constitution which shall provide for at least one representative from each town and that the large population in the more populous towns shall have a representation larger than they now have and large enough to secure proper attention to, and exercise proper influence upon, all matters of legislation in which they are interested.

An amendment providing that the people of each town whose population was less than five thousand might send one representative, and that the people of those towns the population of which was from five thousand to twenty-five thousand might send two representatives, and that the people of those towns whose population was from twenty-five thousand to fifty thousand might send three representatives, and that the people of those towns the population of which was from fifty thousand to seventy-five thousand might send four representatives, and that the same ratio of population be observed as to additional representation from larger towns, would, it seems to me, be a plan of representation which would safeguard the interests of all towns and provide sufficient representation for the people of each town.

The people of the State adopted in 1901 by an impressive majority the constitutional amendment which provides for a readjustment of senatorial districts, and an enlargement of their number. It is

your immediate duty to carry into effect this mandate of the people, and to create senatorial districts as nearly equal as may be in population to such number as will best satisfy the public demand, and meet the requirements of the amendment with respect to county lines.

## Revision of or Amendment to Constitution.

The Constitution itself provides a safe and I think the best plan for making revision of, or amendment to, organic law.

## Finance.

It is my duty to inform you as to the financial condition of our State.

At the close of the last fiscal year the amount of bonds outstanding was one million six hundred sixty three thousand one hundred dollars (\$1,663,100), from which should be deducted the civil list funds in the treasury, leaving one million ninety-one thousand four hundred and two dollars and ten cents (\$1,091,402.10) as the net debt of the State.

For five years past the Treasurer has shown a surplus on the year's business in his reports, and for the last fiscal year this betterment of the State's condition was more than six hundred thousand dollars (\$600,000).

During the last three fiscal years he has bought and retired one million five hundred and seventy-seven thousand dollars (\$1,577,000) of Connecticut bonds, and during the present fiscal year, commencing in October, he has made further purchases amounting to three hundred and seventy-five thousand dollars (\$375,000). Perhaps at no previous time in the history of the State has so extraordinary a financial showing been made as during the last five years.

After paying the bonds due the first of January, 1903, the balance and the receipts for the year will probably not be in excess of annual expenses and necessary appropriations.

### Tax Commissioner.

The office of Tax Commissioner was created two years ago. The report of the Commissioner should receive your attention, as it relates to an important subject in which the people have ever taken a keen interest. While the goal of justice may never be reached, we must strive to attain that end, in order that the burden may if possible be made equal, as it rests at present on many of our people who look to you for a more equitable adjustment.

### State Board of Charities.

This board has submitted an elaborate and carefully prepared report containing many important

recommendations concerning State paupers, almshouses, county homes, Hospital for the Insane, town hospitals, blind, deaf, dumb, and imbecile. The following recommendations of the board merit your serious consideration:

*1st.* That a system of suspended sentences with supervision by probation officers, be adopted for the treatment of juvenile offenders.

*2d.* That all the county jails be brought under the control of a State Commission of Prisons.

*3d.* That a State reformatory be established for offenders between sixteen and thirty years of age.

*4th.* That a system of district or county almshouses be legalized to take the place of the present town almshouses.

*5th.* That a new institution be established for the purpose of a State almshouse.

It is my belief that the State Hospital for the Insane at Middletown, the State Prison at Wethersfield, and the State School for Boys at Meriden are well conducted. From annual reports and other sources of information, I am satisfied that all the interests and institutions of the State under the supervision of the State Board of Charities are wisely managed.

## Judiciary.

Your attention is called to the overcrowded dockets of our higher courts and the expense and delay of trials which result from this condition.

The excessive expense for probation and administration of small estates should be corrected.

## National Guard.

The National Guard of Connecticut, in drill, discipline, and duty, has progressed from year to year toward the standard of the army of the United States. In uniform, armament, and equipment, our military force, in the different branches of the service, the infantry, coast artillery, field artillery, machine gun battery, cavalry, and signal corps, now substantially conforms to the requirements of the regular army, excepting as to the infantry rifle, and the recently adopted uniform regulations, which have not as yet gone fully into effect. Our general system of military discipline is based upon that of the army; the articles of war of the United States, in harmony with our State law and regulations, are made part of our military code and are in force in our administration of military affairs.

Before the Senate of the United States is pending a new national militia law, passed by the House of Representatives, designed among other things to provide more liberal supplies by the national government of arms and equipment to State troops, to bring the State forces into uniformity with the regular troops in matters of organization, armament, and service, and by encamping both forces

together, where practicable, to draw officers and men of both services into closer touch and so raise the standard and efficiency of State troops. If, after the passage of this law, any legislation at your hands shall be necessary to place our State in more favorable relations with the national government for the promotion of our military affairs, it will be my pleasure to make known my views and to ask your co-operation.

### Naval Militia.

A seaboard state is vitally interested in the condition of the naval defenses of the country, and in the absence of any national naval reserve the efficiency of the naval militia is of serious importance. It is gratifying to note that the Naval Battalion of Connecticut maintains a high standard in this respect. The work of the battalion at sea during the summer of 1902 in the joint manœuvres under conditions closely resembling actual hostilities, was of great value as training and was performed in a manner creditable to the State and to the officers and men of the command.

### Soldiers' Home.

This State should never be wanting in generosity to the man who saved the Union and kept old glory intact. No United States soldier in Connect-

icut, of honorable record, should be permitted to come to want. The Soldiers' Home should be a home indeed.

## Education.

Connecticut has an established reputation for schools, and it is to *her* credit that she maintains a high standard in matters pertaining to education. Our splendid universities have given us a world-wide renown.

The modern high school and normal school, together with our district schoolhouses located in every town in the State, bear witness to the value which our people place upon education. Realizing the fact that our free institutions depend so largely upon the general intelligence of the people, you cannot fail to give a liberal support to all our public educational institutions.

## School Fund.

The School Fund of the State appears to be in a healthy condition and shows careful and conservative management by the Commissioner in charge of the same. The amount of the fund has not only been maintained, but has been slightly increased during the last few years.

The income derived from it is still a prominent factor in supporting the common schools of the State, the amount of its earnings for the last school year having been one hundred and ten thousand

five hundred twenty-four dollars and twenty-one cents (\$110,524.21) upon a capital of two million twenty thousand seven hundred thirty-two dollars and ninety-one cents (\$2,020,732.91).

## Steam Roads.

Your attention is called to the annual report of the Railroad Commissioners, exhibiting the large earnings for the year, gross, forty-five million one hundred twenty-five thousand six hundred forty-eight dollars and seventy cents (\$45,125,648.70); from passengers, twenty-one million seven hundred twenty-nine thousand seven hundred thirty-nine dollars and forty-three cents (\$21,729,739.43); from freight, twenty-two million nine hundred forty-two thousand three hundred two dollars and seventy-six cents (\$22,942,302.76), balance from other sources.

The high standard of efficiency has made it possible for the roads to care for the immense and increasing traffic.

## Electric Roads.

The electric road is a public convenience and necessity. Should the present rate of construction continue, all important points in the State, within a few years, will be connected.

You will receive many applications for new charters and for amendments to old ones; you should carefully scrutinize them and refuse all applications

which are made for speculative purposes or to prevent desirable competition by rival companies.

In granting charters, safety as well as public convenience must be considered. The latest improvements in power, equipment, and road bed, make possible a speed beyond the safety limit.

## State Highways.

Every town receives advantage from the improved roads constructed under State supervision. The Highway Commissioners' report will furnish you with full details of what has been accomplished and its cost, and will convince you of the wisdom of the policy inaugurated eight years ago.

The speed of automobiles and other vehicles on public highways should be limited by statute law.

## Financial Institutions.

You will observe by a perusal of the reports of the Bank Commissioners, Building and Loan Commissioner, and Insurance Commissioner, that the financial institutions of the State are in a sound and prosperous condition. An interesting and important fact is that the deposits in our savings banks amount to two hundred and three million five hundred twenty-two thousand two hundred twenty-five dollars and ninety-eight cents (\$203,522,225.98), an increase during the past year of ten million two

hundred seventy-three thousand three hundred sixteen dollars and seventy-five cents (\$10,273,316.75), which is substantial evidence of the prosperity of our State and the thrift of its people.

## Agriculture.

It is gratifying to know that the agricultural interests of the State are prosperous and that the number of abandoned farms is diminishing. The use of modern machinery, improved methods, the application of scientific knowledge, the great markets of the manufacturing towns, the good roads and the trolleys have solved the problem, and the intelligent and industrious farmer is the most independent, and should be the most contented, citizen.

The Agricultural Experiment Station and Agricultural College are doing much to enhance the value of the Connecticut farm, and their reports, together with the report of the Dairy Commissioner and Commission on Domestic Animals, are commended to your careful study.

## Forestry.

The last General Assembly passed an act, chapter 175 of the Public Acts of 1901, entitled "An Act Concerning the Reforestization of Barren Lands," and under this act Walter Mulford of New Haven was appointed State Forester. Two thousand

dollars (\$2,000) was appropriated for the two fiscal years ending September 30, 1903, for the purpose of carrying out the provisions of the act. The report of Walter Mulford will be laid before this General Assembly.

The necessity of protecting the forests on account of the effect upon rain-fall, has been demonstrated.

The forests of New England have been cut off too rapidly during the last thirty years. Many of our towns and cities depend upon the small streams, whose sources are in the forests for an adequate water supply.

A special committee of your body should take up this subject, investigate it carefully, and recommend such appropriation as may be necessary to protect the water supplies of the cities, and the agricultural interests of our State. Many of our rivers have their sources in Massachusetts, Vermont, and New Hampshire. It would be well to instruct the State Forester to obtain information from those States and endeavor, by concert of action, to protect the sources of our rivers against the serious injury which would certainly follow the destruction of the forests.

## Fish and Game.

Fish culture and shell fisheries are among the important interests of our State, and any legislation

which tends to increase the product to the mutual benefit of producer and consumer should be encouraged.

The protection of game should be secured by judicious enactments.

## Public Health.

No more important subject can engage your attention than the protection and preservation of the health of the people. Each year much time has been devoted and much money expended to learn how best to guard against disease and contagion. The purity of water supply for domestic purposes, proper systems of sewerage, the cleanliness of towns and cities, quarantine against infectious diseases, the ventilation and sanitation of schoolhouses and places where large numbers of people are employed, protection of workmen against accident, purity and quality of food, cleanliness of bakeries, and many other items have, to the great advantage of the State, received the attention of capable and faithful officials. A perusal of reports of the State Board of Health, Dental Commission, Pharmacy Commission, the Sewage Commission, and Factory Inspector, will advise you as to what has been accomplished, and satisfy you that there is much more which you should provide for.

## Public Buildings.

The business of the State has outgrown the capacity of the capitol. Many departments are overcrowded, many of the bureaus are without adequate accommodations, and there are not sufficient committee rooms for the convenient transaction of legislative business. Every important department of the State should here find ample and convenient accommodation, and I recommend that you take measures to enlarge the present building in order to provide for both the immediate and future requirements of the public business.

## Louisiana Purchase Exposition.

An International Exposition will be held in the year 1904 at St. Louis, Mo., to commemorate the centennial of the Louisiana Purchase, which added to the domain of the United States of America territory from which have been formed fourteen States and Territories.

The Louisiana Purchase Exposition bids fair to excel in every way all expositions of like character heretofore held. The President and Congress of the United States have given it official sanction and a general appropriation of five million dollars (\$5,000,000), (together with additional appropriations for government buildings and government exhibits) has been made. All of the important

foreign nations are planning to construct government buildings. Most of our sister States have already made substantial appropriations for the construction and maintenance of State buildings.

The interests of Connecticut, both civic and commercial, are closely allied to the territory covered by the Louisiana Purchase, and it is fitting that our State be adequately represented at the exposition, and to that end I recommend that the General Assembly appropriate a sum sufficient to erect and maintain a suitable State building, and for such exhibits and representation as may be deemed best.

### Public Records.

The preservation of the Public Records of our State and its several towns demands your attention. While much has been done by the State Library, and other State departments, and by some of the towns and churches in the way of indexing, rebinding and preserving their records and providing for their safety, there yet remain many records of priceless value in broken bindings and unindexed, and many which, being stored in poor vaults, or in safes that are not safe, are exposed not only to the accident of fire, but to the certainty of mildew and decay. These records are not the property of Connecticut alone. They are held in trust by her for the benefit of her sons and daughters now and yet

to be. "A public record is a public trust." An intelligent official supervision would do much toward correcting existing conditions by encouraging faithful officials and stimulating greater interest in those who are now indifferent.

## Economics.

Every corporation organized under the laws of Connecticut, and any corporation doing business within this State, should be required to file annually with the Secretary of State, a sworn statement which shall enable the public and interested parties to obtain all proper information concerning them.

No law should have or find a place upon the statute books of the State which permits the creation of stock, bonds, or other forms of securities, except they represent cash or full cash value.

Charter privileges sought for speculative purposes or to evade the wholesome requirements of our statutes, and to legalize unbusinesslike methods and questionable schemes, should under no conditions be granted.

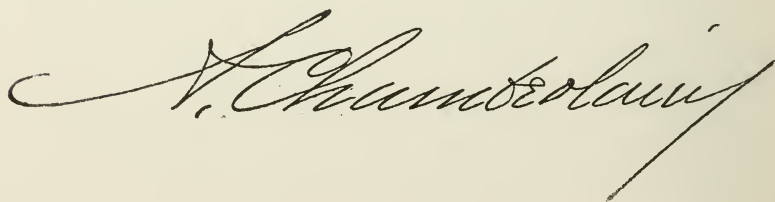
The people are entitled to the advantages which result from competition in business. Combinations of men or corporations to secure unfair prices for the necessities of life should not be tolerated.

The policy of the State should be to encourage and protect all legitimate business enterprises which

will furnish our people with a market for labor. Capital and labor being absolutely necessary to each other must associate to obtain reward. It is important that so far as practicable you legislate for their mutual benefit.

### Conclusion.

Meeting as we do today, free from partisan feeling and with the single purpose of acting for the best interests of the people of this Commonwealth, you should endeavor to distinguish and make memorable your session by earnest and prompt attention to the business which may be offered for your consideration. A short session would attract much attention as a novelty, at least in legislative history. While haste can hardly be recommended, you will make no mistake in doing a full day's work, thus saving time and shortening your sojourn at the Capitol. It is my duty and will be my pleasure to co-operate with you as occasion may require. With best wishes for a brief and successful legislative term, as well as for your personal happiness, my message is closed.

A handwritten signature in cursive script, reading "A. Chamberlain". The signature is written in dark ink on a light-colored background. The letters are fluid and connected, with a prominent flourish at the end of the word "Chamberlain".



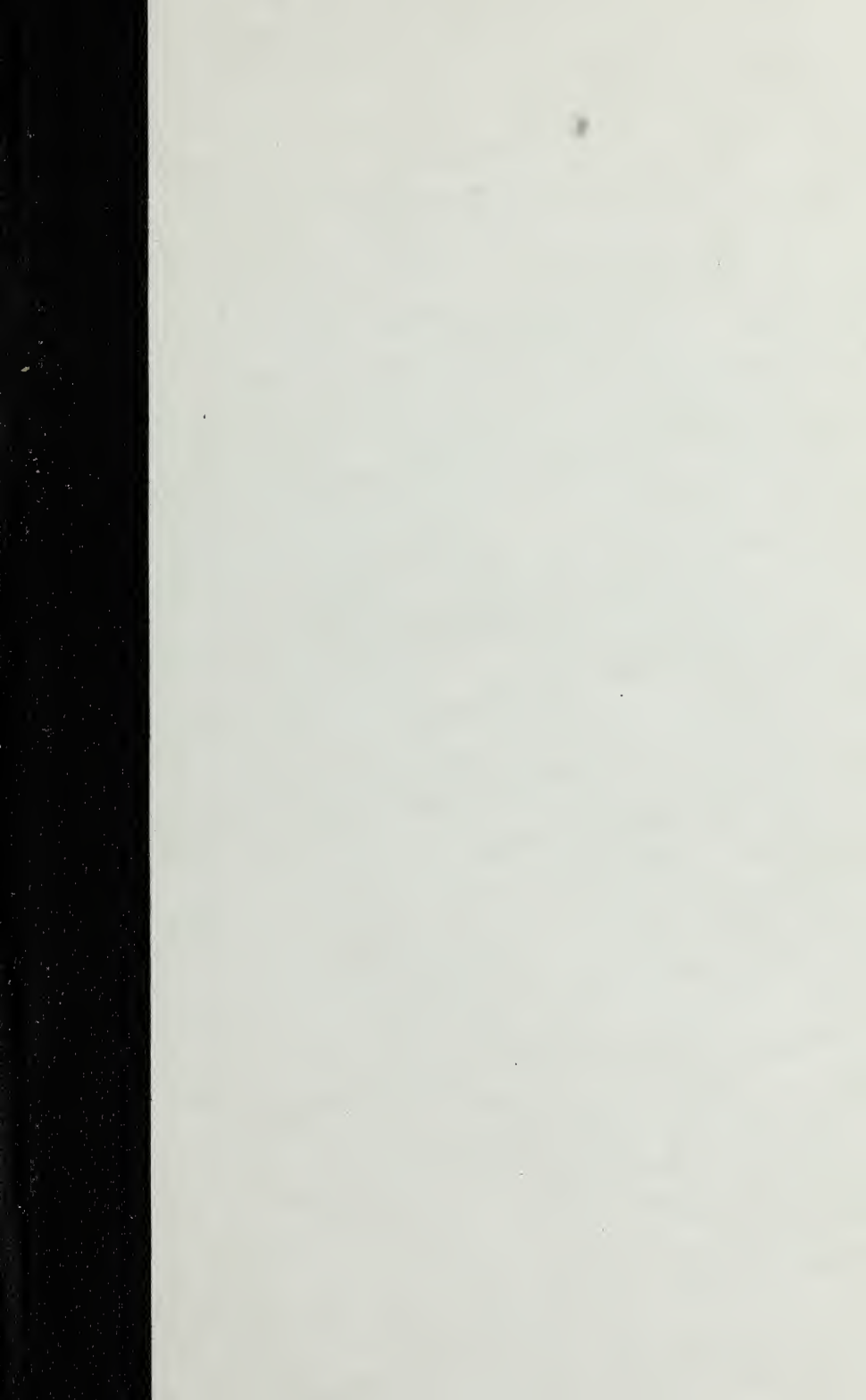












UNIVERSITY OF ILLINOIS-URBANA



3 0112 043888392